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ABSTRACT

The nine issues of this periodic newsletter contain professional news and articles addressing issues in English language training for limited-English-proficient workers, including "English Language Training for Employment Participation," a description of resources and programs; "CalWORKS: What Does This Legislation Allow Me To Teach?" a discussion of a California welfare reform bill and its implications for English language training; ""Why SCANS?" a description of the language and job competency areas defined by the Department of Labor Secretary's Commission on Achieving Necessary Skills; "Accounting for Outcomes" (Autumn Keltner), on accountability in adult education programs; "Welfare and Immigration Legislation: Impact on ESL Students, Teachers and Programs"; "Questions on How To Integrate SCANS"; and "Welfare-to-Work, Workforce Development and the Role of Adult Education." (Adjunct ERIC Clearinghouse on Literacy Education) (MSE)

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"Learning a Living"

Periodic News Bulletin ~ Brigitte Marshall ~ Consultant
English Language Training for Employment Participation Project
511 Cornell Avenue, Albany, CA

No. 4-12
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Brigitte Marshall

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"LEARNING A LIVING" No.4. 1998
Periodic News Bulletin ~ Brigitte Marshall ~ Consultant
English Language Training for Employment Participation Project
511 Cornell Avenue, Albany, CA

English Language Training for Employment Participation

For the past fifteen months I have been working collaboratively with appropriate education and social service agencies at county and state level to promote improvement in the provision of effective employment related English language training (ELT) classes for adult refugees within the context of welfare reform. While refugees certainly encounter their own set of distinct challenges, many of the issues they face in an educational and training setting are common to other immigrants and indeed, U.S. born welfare recipients. This issue of "Learning a Living" provides an overview of some of the most significant parts of my work and gives information on how to obtain the materials and resources I have researched over the past year. I hope that everyone working with limited English speaking welfare recipients and other adults who lack the basic skills necessary for independence will find this information useful.

English language and employment training instructors working with refugee cash assistance recipients are accustomed to working with clients whose participation in language training classes is necessarily time-limited. CalWORKs, California's version of welfare reform, involves life-time limits on receipt of welfare for adult recipients and an emphasis on short-term, intensive, employment training, including ELT. Consequently, instructors working with refugees and immigrants in any education and/or job training context now need to make instruction more of an overt job-training tool which prepares adults for the first available employment opportunity as swiftly as possible, while also providing "learning how to learn" skills that will facilitate ongoing education and training participation to ensure ongoing progress toward independence.

In light of this "Work First" emphasis, the consultant has researched instructional approaches, curricula, materials and programs that facilitate language training designed for swift entry and participation in employment as opposed to preparation for employment. Certain critical issues have been identified:

(i) In 1990, the U.S. Department of Labor Secretary convened the Secretary's Commission on Achieving Necessary Skills (SCANS) to determine what work requires of schools. The commission determined that Workplace know-how defines effective job performance and that this know-how has two elements - a set of five competencies and a three-part foundation of basic skills and personal qualities on which they are based. Since they are identified as lying at the heart of effective job-performance, these foundation skills and competencies should be incorporated into all employment participation instructional programs.

(ii) Instructional strategies utilized by teachers are as important as class content in employment oriented ELT lessons. Instructional strategies are the key to involving students in activities that effectively replicate the behavioral expectations they will meet in the workplace.

(iii) Teachers need to demonstrate how classroom interactions (in addition to content) are directly

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applicable to the workforce preparation process. Creating a relevant environment with accessible correlations to the workplace effectively and realistically prepares learners to apply the information they acquire in the classroom. It is necessary to constantly contextualize skills and competencies to reinforce the employment participation focus of the ESL instruction.

An approach to ELT instruction which aims to address the three critical areas identified above can be described as **English Language Training for Employment Participation (ELTEP).** There are a number of already existing programs, curricula and materials that address one or more of these issues and that are currently being used within California or other states. Three significant mechanisms have been developed for the dissemination of information on programs etc. researched by the consultant.

1. The English Language Training for Employment Participation (ELTEP) Resource Package.

This resource package provides an overview of the SCANS findings, including a description of the Foundation Skills and Competency Areas, with extensive ideas for their integration into Adult Education and Job Training classes. It describes programs that are effectively integrating SCANS, making viable connections to employers and modelling instructional strategies that prepare participants for successful workforce preparation. Many people receiving this bulletin have attended trainings and presentations I have given in recent months and have seen a draft version of this package. If you would like to receive a more complete package (though it's a work in progress and will be updated periodically), please coordinate with other staff at your instructional site or organization and call to request one package for your site. Since the package is large and has been produced as master copies for easy reproduction, please limit your request to one copy per site. The resource package will be completed by the end of February 1998 and distributed upon request to refugee service providers, CBOs, Adult Education agencies and other interested parties. To request a copy of the package, please call **Michele Frank at (916) 654-3621**.

2. Learning a Living - Periodic News Bulletin

This news bulletin is written periodically by the consultant and documents issues of interest to service providers working with refugees and immigrants in language and job training settings. Five issues have been written and distributed to a mailing list of more than 300 individuals.

3. Special Pre-Conference Training Day - English Language Training for Employment Participation - October 7, 1997.

In October of 1997, the State Department of Social Services Refugee Programs Bureau held its Eighth Annual Refugee Information Exchange Conference. For the first time, this year the conference was preceded by a special, pre-conference training day to highlight issues around English Language Training and Employment Participation for refugees.

Close to one hundred individuals from around the state attended the event which was co-sponsored by the Spring Institute for International Studies, Denver Colorado. The Spring Institute is currently under contract to the Federal Office of Refugee Resettlement to provide technical assistance to agencies involved with English Language Training (ELT) for refugees.

The morning program provided an overview of welfare reform and an interpretation of what it means for adult education instructors and program

administrators. This was set into the context of the current day employment market and specific discussion was invited on how short-term, intensive employment- oriented language training programs can be designed. The last part of the morning's discussion was centered on the critical issue of assessment and the need to demonstrate the effectiveness of language and employment participation training programs.

Round table lunch discussions which profiled in more detail some of the issues raised during the morning were followed by mini sessions which looked at some of the more practical aspects of adapting programs to make them more genuinely employment focused. Issues that were examined included:

***Determining Career Interests of Limited English Proficient Students**
Many ESL students in addition to having limited English language skills, also have limited exposure to Western technology and training. Most career interest inventories require and assume a more advanced reading skill and greater general employment knowledge than many students have. Lisa Agao of Fresno Adult School has adapted and developed career interest inventories that are more accessible to ESL students in the Fresno area. The result, developed in collaboration with the State Center Consortium and the Fresno County Office of Education, is a pictorial career interest inventory that features real photographs of people at work, eight occupational pathways, and occupational information in an easy to understand icon format for limited readers. The pictures can be used as a research tool and an interest inventory, they can be reproduced on a copy machine or used with overhead transparencies. **For more information on this excellent resource, Lisa Agao can be reached at Fresno Adult School (209) 441-3272 Extension 375.**

***Teacher Internship Projects**
This project, again created by staff at Fresno Adult School, was designed in response to the need to make adult education instruction at all levels more coherently linked to the workplace. When asked to make their instruction more employment focused, many instructors point out that being classroom based means that they do not necessarily have an accurate perception of the demands and expectations of today's workforce. The teacher internship project provides an opportunity for teachers to observe workplace interactions, interview personnel managers and workers on the job, complete "language at work" needs assessments and experience for themselves the workplace culture in which adult students must survive and thrive if they are to achieve long-term self sufficiency. **For more information contact Vice Principal Sally Fowler or Job Developer Dale Roe at (209) 441-3272.**

***Addressing SCANS Foundation Thinking Skills**. Shirley Brod, Director of the ELT Technical Assistance Project for the Spring Institute demonstrated how task-based ESL lessons requiring student interaction and critical thinking can be used to develop competency in creative thinking, problem solving and seeing things in the mind's Eye, all areas identified under the SCANS Foundation Thinking Skills.

***Labeling their own Learning**
Donna Price Machado, Associate Professor with the San Diego Community College District demonstrated how to promote student awareness of the competencies being mastered in SCANS influenced ESL lessons. Through the use of "What did you do today?" Reflection Posters and Blue Book Journal writing activities, Donna demonstrated methods for teaching students how to describe the competencies they have mastered and how they relate to the demands and expectations on the job.**For more information Donna can be reached at (619) 527-5291.**

***Technology: Selecting and Using Equipment for the Task at Hand**

Susan Gaer, Assistant Professor with the Rancho Santiago Community College District presented some ideas for orienting students to a variety of different technologies. She presented some examples of technology oriented activities that are easy to implement in the classroom and require students to develop the skills of selecting appropriate equipment, troubleshooting technical problems and using tools efficiently. While acknowledging that computer literacy is an increasingly important employment skill that workers are routinely expected to possess, this session was designed to remind teachers who may not have regular access to computers for their students that there are many other situations where individuals are expected to interact efficiently with different kinds of technology on the job. **For more information on the use of technology in the classroom, Susan Gaer can be reached at (714) 564-5016.**

***Grouping Strategies, Management Techniques and Involvement Strategies**

In this session Brigitte Marshall demonstrated how strategies for organizing classrooms and delivering instruction can be utilized to facilitate integration of SCANS competencies into ESL instruction.

***English Language Training (ELT) Technical Assistance (TA) Project**

Barbara Sample, Director of Educational Services with the Spring Institute gave an overview of the work of the ELT/TA Project. The project is involved in providing assistance to adult refugee English language training programs. In addition to actively disseminating information on employment-based ESL and literacy, the ELT/TA Project is concerned with mental health and cultural adjustment in the ESL classroom and will have a booklet/teacher's guide for this areas in early May. Training in employment-based ELT, beginning literacy and mental health in the ESL classroom will be among the tracks offered in the National Training of Trainers in Colorado, May 14-16. **For more information on the work of the ELT/TA project, its newsletter and/or training activities, contact Shirley Brod, Project Director, 25 Barcelona Drive, Boulder Colorado 80303. Tel: (303) 494-6833 E-mail sbrod@csn.net**

Participants at the one-day training event then chose between three afternoon workshops in which the following issues were addressed;

(1) Meeting the needs of low-level language learners. (Barbara Sample and Shirley Brod, Spring Institute).

This workshop addressed the challenges of knowing where to start with low-level learners who are learning English in a time-limited, employment oriented context. What are the most essential skills for non-readers? How can true beginners be prepared for employment? Trainers discussed the difference between working with readers and non-readers and demonstrated pre-employability activities which can be used with true beginners. The Spring Institute has been doing short-term, intensive training of refugees for employability and self-confidence on the job for a dozen years in its 60-hour Workstyles program. The program is multi-level, and many of the participants in the more than 80 cycles have had very limited English skills. The ELT Project can cooperate with states or regions in cosponsoring training in WorkStyles techniques and materials. Trainees receive the complete training manual on completion of the workshops. **Contact Barbara Sample at the Spring Institute (303) 571-5008 for further information.**

The ELT Project is currently developing a set of literacy competencies which will supplement the MELT package, as well as articles with help for

teachers and tutors working with true beginners. Enclosed in this mailing is a paper, produced by the project, on meeting the needs of elderly refugees striving to learn English, and an excellent overview of some of the clearinghouses and centers where information and resources are available to instructors working with second language learners as well as information on useful professional organizations. Included in this mailing is membership information for one of the professional organizations listed, Teachers of English to Speakers of Other Languages (TESOL), Inc.

(2) Linking Instruction, Assessment and Outcomes. (Autumn Keltner, CASAS and Donna Price Machado, San Diego Community College District).

This session focused on assisting instructors to identify and/or develop and use daily classroom activities which include an agenda with integrated SCANS competencies and stated outcomes and a variety of standardized and non-standardized measures which can be used to assess and document attainment of these outcomes. The updated **MELT package** which is described below and enclosed with this bulletin includes an excellent section on Assessment and Accountability which describes some of the different strategies which can be utilized by programs and classroom teachers to demonstrate student progress in language training situations.

(3) Essential Communication Skills Needed to Enter and Succeed in the Workplace. (Inaam Mansoor, Arlington Education and Employment Program).

The Arlington Education and Employment Program (REEP) in Arlington, Virginia has extensive experience in creating and operating workplace literacy projects. During the course of this work, it was noted that beyond ability in specific, job-related "hard skills," successful workplace participation consistently requires workers to be competent in general performance "soft skill" areas which are transferable across industries. The Director of REEP was consequently involved in the creation of a series called English Works! (Addison Wesley Longman). It is a ten part video series designed to provide rich content material for presenting and teaching the essential communication skills needed for adult learners to succeed on the job. **For more information on this series, contact Inaam Mansoor at REEP: (703) 228-4200.**

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It is hoped that regional trainings similar to the event held in Fresno in October 1997 will be scheduled throughout 1998. Location, time and registration procedures will be announced in this bulletin. Please assist with planning for these events by filling out the Evaluation, Feedback and Input Form included with this bulletin. The feedback from work completed to date has been good, but it is very important that service providers make their needs known so that appropriate, ongoing assistance can be designed. PLEASE BE IN TOUCH! Forms can be mailed or faxed. Your input is greatly appreciated.

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Performance Based Curricula and Outcomes: The Mainstream English Language Training Project (MELT) Updated for the 1990s and Beyond

Prepared by Allene G.Grognet, Center for Applied Linguistics in Collaboration with ELT Partners.

As mentioned above, one of the significant products from the Spring Institute's ELT/TA project is an update to the Federal Office of Refugee Resettlement's (ORR) Mainstream English Language Training (MELT) Project. The primary objective of the 1983 MELT Project was to develop standards
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for testing, leveling and curriculum in English language training for ORR-funded refugee ESL programs. Products developed during the project included a competency-based, outcome oriented Core Curriculum Guide, a system for defining Student Performance Levels (SPLs) and a valid and reliable instrument for assessing students' English proficiency, the Basic English Skills Test (BEST).

In California, while some refugees do receive English language training at ORR funded Community Based Organizations (CBO) that function independently from the adult education and community college systems, the vast majority of refugees are integrated into mainstream educational programs. These programs have their own proscribed curriculum guidelines and student assessment requirements and instruments which may or may not be directly compatible with those developed by MELT. However, in light of the "work first" approach that must now be emphasized in all English language training classes attended by welfare recipients, there is a great deal in MELT that ESL teachers who expect to be working with such students will find useful.

When designing materials and establishing curriculum guidelines, the MELT projects were operating under some assumptions that now hold true for the vast majority of limited English welfare recipients.

1. Participation in language training will be time-limited.
2. Training must therefore be targeted toward the identified survival skills required by the student body.
3. Since "survival" implies employment and independence, instruction must emphasize skills that will enable students to function successfully in the workplace and other critical areas of their lives.
4. Instruction in this time-constrained, urgent context will need to have a functional orientation as opposed to an academic approach to language development.

While still operating under state guidelines such as the California Model Standards for Adult Education, many programs are now adapting courses to respond to the new training context created for welfare recipient adult students by welfare reform legislation. The update to MELT is a useful resource document for all such programs. Like California education programs at all levels, it uses competency-based education as the major building block for curriculum; there is thus no incompatibility in approach and language instruction is appropriately focused on enabling learners to demonstrate what they will be able to do with the language as opposed to demonstrating what they know about language. In addition, the document provides a succinct overview of the critical features of a good curriculum and identifies core competency areas which are considered to be of the highest priority in a time-limited language training program. The document also shows how the MELT Student performance levels correlate with the BEST and CASAS scores.

The MELT package continues to be the most useful, comprehensive guideline to curriculum development for CBO based programs. It is also extremely valuable as a resource document and cross-reference guide for mainstream programs that are currently adapting ESL programs to take a more urgent, employment focus. A copy of the updated MELT document is enclosed. **For an additional copy, contact the Spring Institute for International Studies (303) 494-6833.**

ATTENDING CATESOL 98? DON'T MISS.....

PRE-CONFERENCE INSTITUTES -

Meredith Fellows - Connections: Designing Learning to Prepare for the World of Work, Thursday, April 23, 9:00am-noon

Anne Marie Damrau, Donna Price Machado, Judy Rosselli - Linking your Classroom to the Workplace, Thursday, April 23, 1-4 p.m

FEATURED COLLOQUIA- Welfare to Work: How are the CalWORKs Regulations Impacting ESL Programs?

ADULT LEVEL RAP SESSION - Hot Topics in Adult ESL - Saturday, April 25, Lunch

ADULT LEVEL WORKSHOP- Accounting for Outcomes: Techniques for Documenting Student Progress.

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Periodic News Bulletin ~ Brigitte Marshall ~ Consultant
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CalWORKs: "What Does This Legislation Allow Me To Teach?"

On August 11, 1997 Governor Wilson signed into law Assembly Bill (AB) 1542 - California Work Opportunity and Responsibility to Kids (CalWORKs) Act. This ended a year of speculation about what shape California's version of welfare reform would take, and it started intensive and specific discussions on what kind of adult education and job training services would be provided to welfare recipients in the context of the new "work first" approach which CalWORKs embodies. Adult Education and Job Training instructors have many questions about CalWORKs and its implications. However, the question that has been asked most frequently over recent months is "What am I allowed to teach in courses that will be attended by CalWORKs recipients?" The urgency that many instructors feel to have this question answered should certainly be acknowledged, however, the single most critical piece of both federal and state welfare reform legislation is the end of entitlement to public assistance and a new focus instead on workforce preparation. A situation of temporary need no longer implies entitlement to assistance, it now indicates the need for services that will result in swift reentry to the workforce. Another important element of welfare reform is that funding and program accountability are shifted from a federal level to a state level and in turn to a county level. Because of this legislative focus, a more appropriate and useful question for adult education and job training instructors to ask is "What do adult welfare recipient students need to know and be able to do in order to achieve independence?" So, instead of asking, "What does the new welfare legislation allow me to teach, it is far more useful to ask, "What does it make sense to teach in courses attended by welfare recipients?"

AB 1542 is the primary vehicle overhauling several existing welfare programs currently operating under the authority of the federal Temporary Assistance to Needy Families (TANF) program. AB 1542 eliminates the Aid to Families with Dependent Children (AFDC) and the Greater Avenues for Independence (GAIN) programs and replaces them with the CalWORKs program. The implementation date for the program is January 1, 1998 and all adult recipients of aid must be enrolled in CalWORKs by January 1, 1999. The stated aim of the legislation is to encourage self sufficiency and personal responsibility. In broad terms, the two most significant features of CalWORKs are;

1. Aid is now time limited, with a five year life time limit on receipt of assistance, a limit of 24 consecutive months for current adult recipients and 18 consecutive months for new applicants after January 1, 1998.

2. All adult recipients must meet hourly work requirements by participating in the requisite number of hours of "allowable" and/or "countable" work activities".

CalWORKs defines allowable work activities as those the county and participant determine will lead to quick entry into the workforce. These can include:

**1. Unsubsidized employment*
**2. Subsidized Private Employment*
**3. Subsidized Public Employment*
**4. Work Experience*
**5. On-the-Job-Training*
**6. Job Search and Job Readiness Assistance*
**7. Community Service*
**8. Vocational education training (12 months maximum.)*
9. Employment related Job Skills training.
10. Employment related education
11. Secondary School Attendance
**12. Child Care Services* for individuals in Community Service Programs
13. Domestic violence services
14. Substance abuse and mental health treatment

However, only the activities in italics "count" toward meeting the required federal participation rates. Federal welfare legislation states that welfare recipients must participate in work activities for a certain number of hours per week. There are strict guidelines as to how many of the hours of participation can be in "allowable" activities, in other words a combination of appropriate activities selected from the list of 1-14 given above, and how many of the hours of participation must be "countable" activities, in other words a combination of appropriate activities selected from 1-8 and 12. For example; for single parent families in 1998, an individual must be engaged in a "countable" work activity for at least 20 hours per week. For single parent families in 1999, an individual must be engaged in allowable work activities for a total of 25 hours per week of which at least 20 hours must be "countable." For single parent families in 2000 and beyond, an individual must be engaged in allowable work activities for a total of 30 hours per week, of which 20 hours must be "countable." For two parent families, the total number of hours of participation in allowable activities must be at least 35 for Fiscal Year 1997. At least 30 of those hours must be in "countable" activities. The hours of participation can be shared between the two parents.

States must have the required percentage of monthly aided families engaged in a "countable" work activity for the required number of hours if they are to avoid financial penalties from the federal government. For example, in 1998, 30% of all monthly aided families must be engaged in "countable" work activities for the required number of hours. By 2002, 50% of all monthly aided families must be engaged in "countable" work activities for the required number of hours. In 1998, 75% of two-parent families must be engaged in "countable" work activities for the required number of hours. In 1999, and beyond, 90% of two-parent families must be engaged in "countable" work activities for the required number of hours.

Having understood the basic shape of the legislation that redefines our approach to welfare to work, it is useful to consider the general implications of the new context created by the specific issues of life time limits on receipt of aid, the need for recipients and counties to meet Federal Participation Rate requirements and the overt emphasis required from adult education on employment oriented instruction. What does "employment related" adult education mean and what does it make sense to teach in these courses?

Time limits make education and training stakes very high for welfare recipients for whom every day of activity in a training or education component is a day deducted from their 60 month life time limit on receipt of assistance. Adult educators and employment preparation trainers must infuse all that they do with a sense of urgency, acknowledging the need to do it all better, faster and make every minute count. As stated by John Wallace of Manpower Demonstration Research Corporation, "Time is other people's money now."

While the new sense of urgency causes us to focus on employment for recipients as quickly as possible, life time limits on receipt of aid make it more important than ever before to define the stated goal of "Employment" as: A job, a better job, a career. A job placement doesn't mean a thing on its own, a promotion, a pay raise, moving from part-time to full-time work or turning a temporary position into a permanent job does. A job placement doesn't amount to lifting people out of poverty if welfare payments are simply replaced by low wages. True self sufficiency does not mean freedom from welfare dependency, it means freedom from poverty. In this context, our role as adult educators and employment participation trainers becomes one of commitment to "lifelong learning," with both short term and long term perspectives reflected in everything that happens during training. We must emphasize that the first job is not an end result but the beginning of a process of ongoing concurrent employment and skills upgrade.

Previous welfare to work programs tended to reinforce a sequential approach to employment preparation with recipients expected to complete English language training for example, to a required level before employment was considered. The current context requires us to stop thinking sequentially and to start thinking concurrently. Very few welfare recipient adults will now be involved in "stand alone" adult education classes. We are no longer in the business of employment preparation with little direct regard for application of the skills acquired in classrooms. We are now involved in employment participation training with direct responsibility for application of what is learned in the classroom to the reality of the demands of the workplace and the ongoing training and educational challenges that welfare recipients face.

Given the concurrent nature of the education and training programs that we can now expect welfare recipients to participate in, it is vitally necessary that education providers and employment participation trainers exhibit a high degree of commitment to collaboration and communication across programs. If welfare recipients are to receive effective, intensive training that genuinely promotes their employability and ability to function independently, service providers will need to ensure the minimum amount of duplication of services.

If "employment" is defined as: A job, a better job, a career, it seems implicit that improved language skills, or a high school diploma or GED are in and of themselves integral parts of the self sufficiency path. However, we should also remember that "Work First" rules the day and that adult education and other training agencies must be able to **demonstrate** to their respective County Welfare Departments that programs will result in quick entry into and/or progress within the workforce as called for by CalWORKs. This fact draws attention to another of the significant features of the legislation, local flexibility, accountability and decision making.

There is no single blueprint contained in CalWORKs for what an approved, employment related adult education program looks like. Each County will create a unique blend of services according to the demands of the local job market, employment prospects and the specific needs of its welfare recipient pool. It is critical that adult education agencies adapt, modify and develop their programs in consultation and collaboration with County Welfare Departments and other stakeholders involved in the education and employment training business. It is in this context that it is suggested that the most useful question to ask in light of impending changes is; "What does it make sense to teach in these courses?" And it should be emphasized that the most useful place to ask such a question is at the county level.

The critical role of collaboration in the provision of comprehensive and efficient education and job training services is reflected in the CalWORKs requirement for education and training providers within a county to develop an Instructional and Job Training Plan by March 31, 1998. County Superintendents of Schools are charged with coordinating the plans which will be approved by the county welfare director. The plans will be "needs" driven and will be expected to address such issues as the number of CalWORKs recipients requiring training, recipient characteristics, job demand and employment opportunities within the county, the types of services necessary to meet recipient needs, an analysis of how education and training programs will assist recipients to secure employment, the kinds of programs that already exist that may be suitable for the short-term, intensive training needs of CalWORKs recipients and proposals for expansion of services that are particularly suited for the needs of CalWORKs recipients.

Certain educational agencies are also required to develop individual plans for provision of services under CalWORKs. For example, Community Colleges are developing plans specific to their campuses which will include a list of those programs that can be determined to lead effectively to employment

and will therefore be considered as appropriate activities for CalWORKs recipients. Community Colleges are expected to negotiate the lists with County Welfare Departments using local data for employment opportunities, demand occupations and outcome data on previous participants in courses vying for inclusion on the list. This process again emphasizes the need to think about the new approach to providing services to welfare recipients not in terms of "What am I allowed to teach in these courses" but rather, "What does it make sense to teach in these courses?"

Specific details with regard to program content, length of courses, referral numbers and tracking procedures will be determined at the County level according to local need, but from a general perspective, what are some issues that it may be useful to consider when thinking about what kind of program would be an appropriate place (as envisaged under CalWORKs) for a welfare recipient? Another way of asking this question is; What would a genuinely "Employment Related" Adult Education Program look like? This question can be addressed at two levels; 1) Program Administration and Design and 2) Classroom Instruction.

Program administrators who are concerned to develop programs which can demonstrate genuine employment orientation will ensure that they are responsive to the new context in which welfare recipients and other low income learners must negotiate access to education and training programs. They will be able to accommodate individual education and training plans, since the interaction of allowable and countable activities with participation rate requirements will mean that every student's schedule will be different. Recipients can be expected to construct highly individualized training plans as a function of their respective needs combined with the number of hours and locations of employment and/or community service opportunities open to them at any one time.

Employment oriented programs will seek to develop short-term, intensive courses that have a tangible result, perhaps a certificate, diploma, an apprenticeship placement, a community service placement, subsidized employment or best yet, a job. They will pursue modular approaches to education and training to facilitate open-entry open-exit participation in programs and to acknowledge that welfare recipients can no longer afford to wait until next semester to start a new training program. Also appropriate will be an increase in the number of programs offered during non-traditional hours, such as early mornings, evenings and weekends and the provision of co-located child care at all times that classes are offered. This last component is critical to the ability of low income workers to continue to upgrade their skills and seek job advancement. A program that is genuinely committed to the concept of promoting "employment" in terms of "a job, a better job, a career, will need to consider the very practical impediments that many low income workers face as they try to improve their basic skills. Lack of adequate child care and reliable transportation are two of the most critical barriers to effective workforce participation and are therefore two of the most pressing challenges faced by all individuals involved with moving recipients from welfare to work and keeping them working upward.

Adult education and job training programs will need to be very concerned to develop data collection/reporting systems and performance standards that will allow demonstration of the critical role of education and training in job placement, job advancement and the upgrading of skills. They will also want to maintain excellent communication, interaction and collaboration with other agencies involved in supporting adults in their climb toward independence to ensure the provision of integrated services that do not duplicate each other.

Initial job placement for many welfare recipients will be in low wage positions with no medical benefits. There are three significant work incentive issues, awareness of which can have a profound impact on whether low income earners are able to sustain themselves and their families over time. It is suggested that adult education and training programs address within their instructional curricula the following critical issues which impact independence. a) Despite education and awareness campaigns, many welfare recipients are unaware of the facts with regard to the financial benefits of combining work and welfare receipt. Many recipients still view receipt of welfare and work in an "either-or" relationship, unaware of the fact that obtaining employment does not mean an automatic cessation of all public assistance. b) Similarly, obtaining employment does not mean the immediate cessation of access to child care and Medi-Cal support. c)Access to increased monthly earnings plus a lump sum payment at the end of the year in the form of Earned Income Tax Credit can make a low wage considerably more liveable.

Augmenting and adapting adult education and job training programs to make them both more compatible with the focus of CalWORKs and more genuinely employment oriented suggests the need to establish integral links to business and industry. There are a number of different things that could be done to support this.
a) Convening working groups of employers and service providers for monthly breakfasts, input meetings and sessions for review of curricula.
b) Creating teacher internship programs which provide classroom instructors with opportunities to "shadow" employees at work sites to promote genuinely informed instruction.
c) Maintaining a comprehensive program of employer speakers in all classrooms.
d) Developing a comprehensive program of field trips to local businesses for all students in adult education and job training.
e) Demonstrating a commitment to comprehensive cross-agency professional development involving the Employment Development Department, Chamber of Commerce, Rotary Clubs, Private Industry Councils etc.

The issue of staff development becomes critical in an environment where teachers and trainers are being expected to accept more responsibility for how and where their students will apply the employment oriented knowledge acquired in the classroom. If teachers and trainers are to have a realistic prospect of contextualizing the learning they facilitate, it is very important that they are able to do, at the very least, the following list of things:
1. Name the demand occupations in the county.
2. Describe the kind of jobs that are being created in the current day job market.
3. Give examples which illustrate the critical importance of technology in today's job market.
4. Describe all aspects of the industry and the career pathways that are indicated by an entry level position at McDonald's.
5. Conduct a telephone or face to face survey with employers so that they can speak with authority about what employers want.
6. Experience an authentic interview with a representative from business and industry.
7. Describe the Secretary's Commission on Achieving Necessary Skills (SCANS)[1].
8. Demonstrate what Competencies and Foundation Skills identified by the Commission can do for them in terms of developing employment related content material and instructional strategies.

This last point returns to the original question of "What does it make sense to teach in

an "employment related" course of instruction?" At the same time as teaching required course content, adult education and job training instruction that is integrally employment related should develop "Workplace Know-how." This implies the integration of SCANS Foundation Skills and Competencies into all levels and areas of instruction.[2] Instruction should also prepare students for the behavioral expectations they will encounter in the workplace. This implies a reexamination of classroom practices and identification of patterns that may be at odds with how individuals are expected to function at work. Where possible, instruction should utilize authentic employment related material as a mechanism to teach the required course content. For example, an ESL teacher wanting to teach the use of imperatives might use a safety manual as her presentation content material. "Avoid loose clothing." "Wear safety goggles at all times." "Do not smoke in the machine shop."

The success of programs serving CalWORKs participants in adult education and job training agencies will be assessed according to how well those agencies prepare welfare recipients to become employed. What is required for successful workforce participation will be different in each county, each local job market and for each recipient. What is required for successful workforce participation will be impacted by local demand occupation trends, the literacy, occupational and job readiness skill levels of participants and the unique circumstances of the local job market. It is for these reasons that it would be inappropriate for CalWORKs legislation to impose a standard education and training model in response to the question, "What am I allowed to teach in courses attended by CalWORKs participants ?" It is also for these reasons that classroom instructors and program administrators will be adapting, augmenting and designing their programs after collaboratively identifying what it makes sense to teach in light of student needs, other available services and the characteristics of the local job market. The bottom line will be; "Will participation in this course facilitate employment - a job, a better job, a career?"

1. Secretary's Commission on Achieving Necessary Skills. (1991). What Work Requires of Schools. A SCANS Report for America 2000. Washington, DC: U.S. Department of Labor. (NTIS No. PB 92-146711).

2. For a more detailed discussion of integration of SCANS Foundations Skills and Competencies in ESL instruction, see Marshall, B. *Keeping Learner Empowerment on the Agenda: How ESL Teachers Can Respond to Welfare Reform* CATESOL NEWS June 1997

It is hoped that the sources of information listed below will be useful to adult education instructors and employment participation trainers who are in the process of adapting their programs in response to the intent of CalWORKs legislation. However, it should be stressed that the first point of contact and source of relevant information on the development of appropriate welfare to work activities should be sought at a county local level.

*The full text of AB 1542 CalWORKs is available on the Internet at: http://www.sen.ca.gov/www/ leginfo/searchtext.html

*The Adult Education, Educational Options and Safe Schools Division and the Career Development and Workforce Preparation Division of the California Department of Education has produced an informational bulletin on Welfare Reform and Adult Education. For more information contact:
Tom Bauer, Education Programs Consultant
Adult Education Unit,Adult Education, Educational Options and Safe Schools Division
(916) 323 2570

*The Chancellor's Office of the California Community Colleges sends program advisories to the community colleges on a regular basis to answer questions and provide clarification on issues related to the implementation of CalWORKs. Additional questions can be directed to Connie Anderson, CalWORKs Coordinator, at (e-mail) canderson@cc1.cccco.edu

BEST COPY AVAILABLE

"LEARNING A LIVING"

No.6. 1998

Periodic News Bulletin ~ Brigitte Marshall ~ Consultant

English Language Training for Employment Participation Project

511 Cornell Avenue, Albany, CA

The purpose of this brief issue of "Learning a Living" is to let you know about some resources that are currently available and of interest to anyone working in the area of adult education and employment participation training for welfare recipients. I hope that you will find them useful.

Many of you may already be aware of the U.S. Department of Labor (DOL) Welfare to Work (WtW), grants and are hopefully engaged in the collaborations with other agencies necessary for the application process. For those of you who are not, what follows is a brief description; also attached is information on how to obtain the full text of the availability of funds information.

Adult education and employment participation training programs are currently adapting and developing courses in response to the "Work First" approach indicated by CalWORKs legislation. A good deal of concern has been expressed about the needs of "hard to serve" welfare recipients who face multiple barriers to employment, including language issues, acculturation challenges, lack of relevant work history and transportation and child care concerns. The DOL, Employment and Training Administration (ETA), has recently announced the first round of competitive grants to local communities under a two year Welfare to Work grant program. The availability of funds announcement states; "The WtW program assists States and local communities to provide the transitional employment assistance needed to move "hard-to-employ" recipients of Temporary Assistance to Needy Families (TANF) into lasting unsubsidized jobs. WtW grants are targeted to assisting those TANF recipients, and certain non-custodial parents, who have experienced, or have characteristics associated with, long-term welfare dependence."

Community-based adult education and literacy programs are able to apply to the Department of Labor for a total of $400 million in competitive grants, and must apply in conjunction with a Private Industry Council or local government. Applications from cities with large concentrations of poverty and rural areas will be given special consideration. Applications should achieve one or more of the following objectives:

*Expanding the base of knowledge about programs that move the least job-ready welfare recipients into unsubsidized employment.

*Moving welfare recipients who are least job-ready into unsubsidized employment, including areas where there is a shortage of low skilled jobs.

The closing date for grant applications is March 10, 1998.

DON'T MISS IT!! GREAT NEW RESOURCE -

The English Language Training Technical Assistance Project of the Spring Institute for International Studies of Denver, Colorado now has a web-site up and running. In addition to excellent resources for those concerned with the challenges of serving older adults and those with low literacy, the web site will feature a SCANS Plans Portfolio with model lesson plans and outlines from programs which are integrating SCANS competencies and foundation skills. The web site address is:**http://home.earthlink.net/~springinst/index.html**

"LEARNING A LIVING" No.7. 1998
Periodic News Bulletin ~ Brigitte Marshall ~ Consultant
English Language Training for Employment Participation Project
511 Cornell Avenue, Albany, CA

WHY SCANS[1]?

Recent changes in immigration and welfare legislation and the growing emphasis from adult education funding sources on employment oriented outcomes have resulted in much increased emphasis in adult ESL instruction on the workplace, work readiness and the skills necessary for productive employment. Many adult educators have chosen to respond to these pressures by promoting the integration into ESL instruction of competency areas identified in the report produced by the Secretary of Labor's Commission on Achieving Necessary Skills (SCANS).

SCANS FOUNDATION SKILLS

Basic Skills - reading, writing, quantitative operations, active listening, oral communication, interpreting, organizing information and ideas.

Thinking Skills - ability to learn and reason, think creatively, make decisions, solve problems.

Personal Qualities - responsibility, self esteem, sociability, self management, integrity, honesty.

SCANS COMPETENCIES

Resource Management - organizing, planning, allocating time, money, materials, staff.

Interpersonal Skills - working on teams, teaching others, serving customers, leading , negotiating, working effectively within culturally diverse settings.

Information Management - acquiring and evaluating facts and data, organizing and maintaining such information, interpreting and communicating the information, using computers.

Systems Management - understanding social organization & technological systems, monitoring & correcting performance & improving existing systems/designing new ones.

Technology - selecting equipment & tools for the task at hand, applying technology to tasks, maintaining & troubleshooting equipment.

While some educators have worked for several years with the instructional framework developed in the SCANS report, others have only recently discovered it as a tool. It is therefore worth revisiting the rationale for taking a "SCANS integration approach" to making ESL instruction respond to the challenge of becoming more overtly employment oriented.

The need to be gainfully employed is probably the most important reason that most refugees and immigrants need and want to learn English. However, it is not a reason which exists in isolation of other motivations and neither can it be responded to in isolation from the other roles that adult learners play in their lives. To be an effective

[1] Secretary's Commission on Achieving Necessary Skills, (1991) What Work Requires of Schools. A SCANS Report for America 2000. Washington, D.C.: U.S. Department of Labor. (NTIS No. PB 92-146711)

and reliable employee, an adult must also be able to take care of issues encountered in the community, such as interactions with neighbors or property owners. Working adults must know how and where to seek assistance on legal issues and health concerns. Working parents must be able to respond appropriately to requests for interaction from children's schools and health care providers. Given the volatile nature of the economy and changes in labor market skill demands, working adults need to be able to engage in life planning that involves ongoing training.

Whichever response we choose as adult educators to the current impetus to make instruction more overtly employment focused, if we are to genuinely assist adults in their efforts to become self sufficient and improve the quality of their lives, we are challenged to provide instruction that takes account of all the roles that adult learners play.

Why is it that so many educators now feel that integration of SCANS foundation skills and competency areas is an appropriate response to this challenge? The short answer is that integration of SCANS competency areas into ESL instruction not only promotes development of the skills that employers are looking for, it also invites and encourages the use of excellent instructional strategies, facilitates efficient learning and takes account of the need to develop the adult learner as a whole and functional human being. The long answer is summarized in the following lists:

Developing the Skills that Employers are Looking for:

1. Input solicited from employers all over California corroborates the significance and priority to be given to the basic skills and competency areas laid out in the SCANS instructional framework.

2. Teachers who focus on integration of SCANS competency areas into ESL instruction effectively prepare adult students for the behavioral expectations they will encounter in the workplace.

3. Integration of the SCANS instructional framework into ESL instruction requires teachers to address and emphasize both the content information that is outlined (what does "resource management" mean and why is it important in today's workplaces?) and the interactions and processes implied by development of competency in those areas (you have until the end of the week to complete the entire project, how long will each section take and what kind of materials will you need to produce the end product?) Adult students who know what resource management is and who can also demonstrate effective management of resources are better equipped with the ability to market themselves to employers during job hunts and interviews.

Encouraging Excellent Instructional Strategies and Facilitation of Efficient Learning:

1. Teachers who are developing the SCANS competency areas in the context of ESL instruction find themselves drawn to using student-centered instructional strategies.

2. Development of SCANS competency areas promotes the use of cooperative and collaborative learning strategies.

3. The SCANS competency areas emphasize how skills will be utilized as opposed to what knowledge is acquired, mirroring a competency based approach to instruction which emphasizes use of language as opposed to learning about language.

4. Focusing on SCANS competencies provides for teachers to address the cross-application of skills acquired in the ESL classroom to the real and varied demands of students' lives. Showing how skills and language transfer from one situation to another is good instructional practice. Teachers are better able to negotiate diverse student expectations and goals within the context of employer expectations and also the other roles that students play in their lives.

5. Emphasis on the development of SCANS competencies invites teachers to adopt an integrated approach to ESL instruction where emphasis on vocabulary, grammatical structures, language functions and pronunciation are derived from the context being studied as opposed to being studied in isolation without a relevant context.

Developing the Adult Learner as a Whole and Functional Human Being:

1. There is widespread acknowledgment that the SCANS report effectively represents what employers need from workers today. The instructional framework presented in the report clearly lays out the need for effective workers to be able to interact, exercise personal responsibility, use initiative and think creatively in all that they do. This is a powerful counter balance to the risk of making employment oriented ESL instruction little more than a work related vocabulary assembly line.

2. The SCANS instructional framework lays great emphasis on personal qualities. Such emphasis invites teachers to provide opportunities for adult students to develop themselves personally. True integration of SCANS competency areas into ESL instruction requires teachers for example, to overtly address the need to develop and reinforce students' self esteem.

3. Mastery of the basic skills and competency areas that are identified in the SCANS report equips adult students with the pro-active, assertiveness they need in order to accept responsibility for their own learning. This in turn increases the chance that adult ESL students will be true, life-long learners and will continue to seek out opportunities to improve their skills.

4. Emphasis on development of the skills and competency areas identified by SCANS provides an effective counter balance and response to the feeling of powerlessness that can partially immobilize time-limited welfare recipients who have been mandated to attend ESL classes.

DON'T MISS THESE GREAT TRAINING OPPORTUNITIES!

The Spring Institute for International Studies in Denver, Colorado, is currently under contract to the Federal Office of Refugee Resettlement to provide an English Language Technical Assistance Project. As part of this project, A National Training of Trainers event is scheduled for mid-May. Information from the Spring Institute on this event follows.

National Training of Trainers
May 14 - 16, 1998
Metro Denver, Colorado

Want to be a star in your universe? Upgrade your skills? Become part of a resource team for your program, state, or region? Share success stories? Enjoy Springtime in the Rockies?

Join us in Colorado in May for two days of intensive training for you or your team. Choose a specific training track for hands-on training by national consultants in the following areas:

- employment-related ELT - including implementing the SCANS competencies
- mental health and cultural adjustment in the ESL classroom
- beginning literacy and pre-employment skills for low-level learners
- using a self-assessment model for program improvement
- performance-based ELT and accountability models
- or related areas chosen to meet your requirements.

Date/Time: Thursday, May 14, 1:00 p.m. - Saturday, May 16, Noon
Location: Sheraton Denver West Hotel, Lakewood, CO
Hotel fees: $96.00 single or double, $111 triple/quad, plus tax
Transportation: Airfare + $30.00 round trip shuttle from DIA
Registration: $75.00 (includes materials, coffee breaks, Thursday breakfast & lunch, and Friday breakfast)

Space is limited. Tell your associates who may not have received this newsletter.

To obtain more information and/or to request a registration form, contact Project Coordinator, Shirley Brod, Tel: (303) 494 6833.

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English Language Training for Employment Participation

~ An interactive training day for adult education teachers and administrators ~
Facilitated by Brigitte Marshall, Consultant
California Department of Social Services, Refugee Programs Branch

Friday May 29, 1998

8:30 am - 3:00 pm
Fremont Adult School, Multipurpose Room
4700 Calaveras Avenue, Fremont, CA

~ Featuring ~
Meredith Fellows, National Education Consultant

Donna Price-Machado, San Diego Community College District
Kaylene Ohman, Pomona Unified School District

For more information about the event, call Brigitte Marshall, (510) 528-0056, for information about registration, call Dorian Del Conte, (408) 723-6450.

Everyone registering before April 30 will receive a complimentary copy of Working it Out - Interactive English for the Workplace, Ronna Magy, courtesy of Heinle & Heinle Publishers, and a copy of Donna Price-Machado's poster, "What did you do in class today?" courtesy of St Martin's Press.

This training event has been designed for adult education teachers and administrators who are responding to the need to make English language training more employment focused. The training takes a 3 step approach to integrating into ESL instruction skills and competencies identified in the 1991 report by the Department of Labor Secretary's Commission on Achieving Necessary Skills (SCANS).

******Please note: Although the main focus of this training day is on English language instruction, the instructional strategies that will be modeled and the techniques that will be practiced are all applicable to ABE, GED, High School Diploma and Special Education Programs.******

**Step 1 addresses instructional strategies that can be used in all ESL classrooms to promote development of SCANS skills and competencies. This session is suitable for teachers and administrators who have not yet begun the process of SCANS integration.

**Step 2 addresses the use of simple classroom management techniques as a means of developing competency in the areas identified in the SCANS report. This session is suitable for teachers and administrators who have started working with SCANS integration and who want to learn about a structured approach to instruction that will promote integration one step further.

**Step 3 focuses on the issues of assessment and documentation. It addresses the need to create opportunities for students to consciously demonstrate SCANS skills and competencies and "label their own learning". This session is suitable for teachers and administrators who have worked quite extensively with instructional strategies and classroom management techniques and who now want to ensure that students are aware of the "soft" skills they are mastering and can apply them to the different demands they face in their lives.

During "Hot-Topic" luncheon discussion groups, participants will have the opportunity to hear from educators who have been working with one or more of the SCANS integration steps. Each group will be led by one or two facilitators.

COMING SOON!
Information on critical issues that impact low-income workers.

When considering the need to design ESL instruction that will more effectively

equip adult students to be self sufficient workers, much emphasis has been placed on the processes used to provide instruction in the classroom, in particular, the instructional strategies that can be used to integrate SCANS foundations skills and competencies. However, it should also be noted that there are very critical pieces of content information that we need to make accessible to adults who are working toward long-term self sufficiency.

Initial job placement for many welfare recipients will be in low wage positions with no medical benefits. There are many work-related issues which can have a profound impact on whether low income workers are able to sustain themselves and their families over time. Some of these issues can be addressed appropriately in the context of ESL instruction. For example (i) possible solutions to child care challenges for working parents, how to find out about and effectively utilize resources, (ii) possible solutions to transportation problems, (iii) information about transitional Medi-Cal and accessing other resources for health care needs, (iv) information on how to take advantage of the Earned Income Tax Credit.

Teachers who address these and similar issues within their ESL curriculum through instructional strategies that promote development of the SCANS foundation skills and competencies, can be sure that they are equipping students with both the soft skills they need to compete successfully for employment, and some of the content information they need to move toward a situation of self sufficiency. Future issues of "Learning a Living" News Bulletin will provide ideas on how to access information on these critical work incentive issues and also some models for how the information can be adapted for presentation in ESL classes.

"LEARNING A LIVING" No.8. 1998
Periodic News Bulletin ~ Brigitte Marshall ~ Consultant
English Language Training for Employment Participation Project
511 Cornell Avenue, Albany, CA

ACCOUNTING FOR OUTCOMES

This article has been adapted from opening remarks given by Autumn Keltner, Senior Research Associate for CASAS at the 1998 Adult Level CATESOL Workshop, Accounting for Outcomes: Techniques for Documenting Student Progress

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Can you.....

- identify reasons why assessment is crucial in the adult ESL classroom?
- identify and choose appropriate assessment measures for your classes?
- select different assessment measures for different language skill areas?

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A large number of the students in our classes are refugees or immigrants whose support from the newly reconstituted welfare program may be terminated in a short amount of time. Students today have a very limited time to participate in educational programs; to acquire the English language skills that will enable them to get and hold a job, to provide for themselves and their families.

These realities, which have become more and more of an issue over the last few years, force instructors in refugee and adult education programs to reexamine and reflect on their roles in the classroom. We can still be caring, but we must be disciplined. We still should provide time for socialization, since that's also an employment-related skill, but we must also provide more focused instruction.

Assessment and accountability for student outcomes must be important components of all educational programs. In the classroom, students need objectives and criteria in order to measure gains in their own proficiency, to identify what they know and what they do not know. Assessment also helps teachers identify if and what their students are learning, what they may not have learned and how to adjust their instruction accordingly.

There is an increasing need to provide more accountability in adult education programs. Our future funding for adult education may depend on our ability to report timely and accurate data about the adults we are serving in our programs and the impact of our programs in helping these adults meet their goals. I'm sure all of you have heard reports of the increasing need for an employability focus in adult ESL programs. Large segments of both state and federal allocations for adult education programs have been or are proposed to be targeted toward the provision of instruction with specific employability outcomes as goals. In most cases, the specific percentages of the funding and/or the mandated performance outcomes of the legislation have yet to be determined. However, we do know this: For the short time that most students will be allowed to remain in our classrooms, we, as their teachers, are being asked to assume more and more responsibility, to be accountable for our students' attainment of specific outcomes - the results of their learning. No longer is it
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sufficient for us to report that our students:
• like their teachers and classes,
• are attending regularly,
• have attended x number of hours of instruction,
• have moved to the next level of instruction, since it seems to mean very different things in different programs.

Funding sources want to know specifically what the learners' outcomes have been, related to the time and money that have been expended for their attendance in school. Some call it the return on investment. What can these learners do now that they couldn't do before they enrolled? What outcomes did the learners achieve? How do we know ? How have we documented it? Did they get a job? A better job? Get off public assistance?

The California Education Code, Section 52655, authorizes California Department of Education to establish levels of performance and issue certificates of proficiency.

52655. It is the intent of the Legislature that the superintendent develop a course of instruction for each level of English as a second language and basic skills instruction leading, respectively, to a Certificate of Proficiency in English as a Second Language, and a Certificate of Proficiency in Basic Skills. It is further the intent of the Legislature that the superintendent establish the level of performance and the measures for granting the certificates for adult schools and community-based organizations and that the Board of Governors establish the level of performance and the measures for granting the certificates for community colleges.

Senate Bills 645 and 394 require that adult education programs that are included in the Performance Based Accountability (PBA) reporting system report the numbers of individuals who complete certain employment focused programs - a report card so to speak.

What outcomes should our students, the majority of whom are at the beginning levels of instruction, be expected to attain? What should be listed on these proposed certificates? What are the priority competencies that students must attain to enable them to become self-sufficient? What outcomes do you feel that you can or should be responsible for? These competencies will probably differ in some respects from community to community, even from class to class, depending on the communities in which the students live, the jobs that are available in those communities and the levels of skills, both job and basic skills, that the students have which have application to the skills needed to be successful in those jobs.

It becomes our responsibility, as program administrators and instructors, to provide the instructional focus and resources to assist our students in attaining the competencies identified. When I first began to be involved in providing adult ESL staff development activities over 20 years ago, my challenge to teachers was: Every student should leave every class session being able to do something, using English, a relevant real life skill, that he or she could not do when they came to class that day. This challenge is just as appropriate today as it was then - if not more so.

My challenges to teachers today are multiple: First, I challenge you to challenge your students to learn. You are your students' link to the English speaking world, to jobs, to citizenship, to further education and to full participation in their communities. Assist them in setting short **and long term** goals and setting time lines for achieving them.

Your students need focused lessons,

quality instruction which results in attainment of their identified outcomes. Help them identify a reason for coming back to class the next day.

These are not tasks that necessarily need to increase your own workload. You need also to assist your students in becoming more and more responsible for identifying and documenting the results of their own learning. These goals can be facilitated through incorporating a variety of targeted individual and small group activities into your daily lesson plans.

Next, I challenge you to become aware of and to use community and student needs assessments, oral and/or written surveys to assist you in identifying priority learner outcomes. What do your students really want and need to be able to do? Outcomes that are appropriate for the needs and levels of the students who are studying in your classes, striving to function effectively within the community environments in which they live. Focus your entire lesson plan for each day on learner attainment of one of those outcomes, determine how you will evaluate whether or not each student has attained the identified outcome and lastly document the learners' attainment of the outcomes. What are they learning, how will you assess whether they have actually learned it and how will you document this learning?

We must understand outcomes to mean something beyond an increase in scores on paper and pencil tests, though this is still essential and valuable documentation but you should also document what the students **can actually do** and how you know they can do it. This process can be accomplished through integrating tasks and activities into your lessons which provide opportunities for the students to practice and apply each day's learning, and then document their actual performance using tools such as logs, checklists, rating scales, and portfolios. You then use this documentation, applying set criteria for its evaluation.

As I have indicated previously, my challenges to you may not be easy to accomplish. I know, I spent many years teaching in adult education ESL classrooms myself. The process does take time and effort but it will be rewarding both for you and for your students. We owe it to our students to work together with them and with each other to accomplish these goals.

Before taking a position as Senior Research Associate with CASAS, Autumn Keltner was the Coordinator for the Continuing Education, ABE/ESL Program for the San Diego Community College District. She was also a member of the team for the original Mainstream English Language Training Project.

FUNDING ALERT!!

The Federal Office of Refugee Resettlement (ORR) has recently released its Notice of Availability of Financial Year 1998 Targeted Assistance and Social Services Discretionary Funding. The full text of the Notice is published in the Federal Register for May 18, 1998, (Volume 63, Number 95), Pages 27306-27315. A copy of the Notice may also be obtained by calling the California State Refugee Program at (916) 654-3003.

ORR will make awards in four priority areas;

1.Targeted Assistance Grants
2. Micro enterprise Development
3. Self-sufficiency services to offset the impact of large refugee families on local communities
4. Refugee community and family strengthening social services.

Priority Area 1, Targeted Assistance Grants, are intended to encourage States to address special refugee services needs which cannot be met with regular funding sources. The objective of the activities should be self-sufficiency for refugees and refugee families. ORR is particularly interested in projects which propose to serve special refugee populations including youth, women and Former Political Prisoners.

ORR lists at the head of its examples of allowable activities -

Specialized English Language Training (ELT) -

Specialized classes for specific industries in conjunction with employers.

Specialized instruction in pre-employment competency-based ELT for targeted groups, e.g. limited English speaking individuals with non-transferable job skills, homebound women, pre-literate refugees, and the elderly.

Occupational and Vocational ELT, particularly in collaboration with specific employers and with their active participation; ELT at sites of employment; ELT as part of an integrated employment program (e.g., one stop services).

Eligible recipients of Targeted Assistance Grants are States, applications are therefore submitted through the designated entity in each County that administers Refugee Specific funding, in most cases the County Department of Social Services. Programs that are interested in applying for these funds should contact their County Refugee Coordinator.

The Funding Notice stresses the importance for applicants to be active partners in coalitions: "Refugee programs and local organizations, which have not already done so, are encouraged to build coalitions for the purpose of providing services funded under this announcement. The activities funded by these grants are intended to serve as a catalyst to being the community together to address the economic and social problems of refugee families and the refugee community. The goal in all cases should be to build and strengthen the community's capacity to serve its members in improving the quality of life and standard of living for refugee families..... ORR strongly encourages single applications from partnerships or consortia of three or more eligible organizations.....ORR intends that this process will be part of local efforts to build strategic partnerships among groups to expand their capacity to serve the social and economic needs of refugees and to give support and direction to ethnic communities facing problems in economic independence and social adjustment."

Many counties already have examples of excellent collaborative relationships between community colleges, adult education programs and refugee specific community based organizations. This funding opportunity offers a chance to capitalize on and perhaps formalize these relationships in the form of targeted ELT projects designed specifically to address the challenges faced by refugees.

"LEARNING A LIVING" No.9. 1998
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Welfare and Immigration Legislation: Impact on ESL Students, Teachers and Programs

NOTE: On June 23, 1998, President Clinton signed legislation which reauthorized and expanded agricultural research programs. The bill also **restores** federal food stamp program eligibility as of November 1, 1998 to:

1. **Elderly*** immigrants (including refugees) in the United States and 65 or older as of August 22, 1996,
2. Immigrants (including refugees) residing in the United States as of August 22, 1996 who meet the Food Stamp Program's definition of **disabled,*** regardless of when they become disabled,
3. Legal immigrant (and refugee) **children under the age of 18*** who were in the United States as of August 22, 1996,
4. **Hmong or Highland Lao*** tribe members who assisted the U.S. armed forces during the Vietnam war, their spouses, dependant children and unremarried widows of those deceased.

Also, the exemption for refugees/asylees to the lifetime bar for immigrants on receipt of food stamps is extended from five years to seven years.

- This means that **certain categories of refugees and immigrants*** who were in the country at the time the federal welfare reform legislation was signed on August 22, 1996 are now able to reestablish eligibility for the federal food stamp program. (California had made temporary provision for some of these groups with its own state food stamp program).
- Refugees who enter the country after August 22, 1996 will now be eligible for receipt of food stamps for seven years.
- Able bodied adult refugees under the age of 65 in the United States on August 22, 1996 who had already received food stamps for seven years remain barred from continued eligibility. (This was established by federal welfare reform legislation and has not been changed by subsequent legislation).
- Legal immigrants entering the country after August 22, 1996 remain effectively ineligible until citizenship or accumulation of 40 qualifying quarters of work.

Legislative provisions that have most impact on ESL students, teachers and programs:

Supplemental Security Income (SSI):

- Legal immigrants entering the country after August 22, 1996 (the date the President signed the federal welfare reform bill into law), are ineligible for receipt of Supplemental Security Income for five years. After five years, new immigrants who have sponsors must include their sponsor's income (deeming), when applying for SSI until the immigrant attains citizenship or has worked 40 qualifying quarters. (10 years).

- Legal immigrants who were already in the United States on 8/22/96 and in receipt of SSI, retain eligibility for SSI/Medicaid benefits. Legal immigrants who were in the country on 8/22/96, and not in receipt of SSI but who subsequently become disabled are eligible for SSI. Legal immigrants who were in the country on 8/22/96 who reach 65 after that date but who are not disabled are not eligible.

Refugees and asylees:

- Refugees who were receiving SSI benefits on 8/22/96 can continue to receive benefits as long as they continue to meet all other SSI eligibility requirements.

- Refugees who were living in the United States on 8/22/96 and become disabled after that date are eligible for SSI benefits if they meet other SSI requirements.

- Refugees who have adjusted their status to legal permanent resident ***and*** who have either worked or can be credited with 40 qualifying quarters are eligible for SSI benefits under the same rules as native-born citizens.

- All low-income refugees who arrive in the United States after 8/22/96 are eligible for SSI for seven years under the same rules as native-born citizens.

Food Stamps:

- Able-bodied adult immigrants older than 18 and younger than 65 are no longer eligible for food stamps (effective 8/22/97).

- Immigrants who arrive in the United States after 8/22/96 are barred from receipt of Food Stamps for five years and after that time new immigrants who have sponsors must include their sponsor's income (deeming), when applying for Food Stamps until the immigrant attains citizenship or has worked 40 qualifying quarters. (10 years).

Refugees and asylees:

- Refugees and asylees are eligible to receive food stamps for the first seven years they are in the country. Some refugees have been discontinued from receipt of food stamps between August 22, 1996 and the present time because they have hit the 5 year limit on receipt of food stamps that the original welfare reform legislation imposed. Both the 5 and 7 year limit are measured from the time the refugee enters the country. Because this new legislation establishes eligibility for seven years, it is possible that discontinued refugees who have been in country for more than 5 years but less than 7 may be allowed to apply for some form of retroactive compensation that will reflect a full seven years of eligibility though at present, this seems unlikely.

- California had opted to provide a transitional (3 years, through fiscal year 1999-2000) Food Stamp Program to certain legal immigrants (including refugees) - those under the age of 18 and adults over the age of 65 who were legally present in the United States prior to 8/22/96 and who met eligibility criteria. This stop-gap measure is now superseded by the legislation signed by President Clinton June 23, 1998 which restores eligibility for federal food stamp programs to legal immigrant children, seniors and those who are or become disabled and were resident in the U.S. on 8/22/96.

California Work Opportunity and Responsibility to Kids (CalWORKs) Act

AB 1542, signed into law on August 11, 1997 eliminates the Aid to Families with Dependent Children (AFDC) and the Greater Avenues for Independence (GAIN) programs and replaces them with the CalWORKs program. The implementation date for the program is January 1, 1998 and all adult recipients of aid must be enrolled in CalWORKs by January 1, 1999. The stated aim of the legislation is to encourage self sufficiency and personal responsibility. In broad terms, the two most significant features of CalWORKs are;

1. Aid is now time limited, with a five year life time limit on receipt of assistance, a limit of 24 consecutive months for current adult recipients and 18 consecutive months for new applicants after January 1, 1998.

2. All adult recipients must meet hourly work requirements by participating in the requisite number of hours of "allowable" and/or "countable" work activities.

CalWORKs defines allowable work activities as those the county and participant determine will lead to quick entry into the workforce. These can include:

**1. Unsubsidized employment*
**2. Subsidized Private Employment*
**3. Subsidized Public Employment*
**4. Work Experience*
**5. On-the-Job-Training*
**6. Job Search and Job Readiness Assistance*
**7. Community Service*
**8. Vocational education training (12 months maximum.)*
9. Employment related Job Skills training.
10. Employment related education
11. Secondary School Attendance
**12. Child Care Services* for individuals in Community Service Programs
13. Domestic violence services
14. Substance abuse and mental health treatment

However, only the activities in italics "count" toward meeting the required federal participation rates. Federal welfare legislation states that welfare recipients must participate in work activities for a certain number of hours per week. There are strict guidelines as to how many of the hours of participation can be in "allowable" activities, in other words a combination of appropriate activities selected from the list of 1-14 given above, and how many of the hours of participation must be "countable" activities, in other words a combination of appropriate activities selected from 1-8 and 12.

Impact on ESL Students, Teachers and Programs:

Personal: Immigrants and refugees in receipt of SSI and in country at the time the federal welfare reform bill was signed are able to retain their SSI benefits. Immigrant and refugee seniors, children and those who become disabled who were in country on 8/22/96 are eligible for receipt of federal food stamp assistance. Able-bodied adults are ineligible for food stamps. Immigrants arriving after 8/22/96 have no eligibility for either food stamps or SSI for five years, and after this time, only subject to

deeming provisions. Refugees arriving after 8/22/96 are eligible for both for seven years. This can be expected to raise the anxiety levels of immigrants and refugees studying in adult education programs. The stakes for successful performance in citizenship and employment training programs become a lot higher. The urgency of the need to find and maintain viable, self sustaining employment is fueled not just by the reduced nature of the safety net that exists for those in low income jobs, out of work, sick or disabled, but also by the life-time limits imposed on receipt of welfare.

Demand: Welfare and Immigration reform has an impact on welfare recipients, low-income immigrant and refugee workers and refugees and immigrants whose workforce participation is threatened by ill health or injury. Participation of all of these groups in adult education programs will be impacted both in terms of mandated participation under the auspices of the welfare program and in terms of self-initiated participation.

It is difficult to speculate about what welfare and immigration reform will do to the demand for adult education programs. Many programs experienced a huge increase in demand for citizenship classes in between the passing of the Personal Responsibility and Work Opportunity Reconciliation Act in August 1996, which denied all immigrants access to SSI until they became citizens, and the subsequent Budget Reconciliation Act signed in August 1997 which restored SSI benefits to legal immigrants who were in the United States on 8/22/96. Legal immigrants who reach the age of 65 after August 22, 1996 are not eligible for SSI unless they become citizens, and new immigrants who enter the U.S. after 8/22/96 remain effectively barred (because of deeming provisions) from receipt of food stamps and SSI. Immigrants approaching the age of 65, new immigrants and refugees approaching their seven year eligibility limitations clearly have a strong incentive to become citizens.

Other speculations are less easy to make. CalWORKs legislation and its interaction with federal requirements clearly calls for adult education programs serving welfare recipients to adopt a very overt emphasis on employment oriented instruction. One of the significant features of CalWORKs legislation is the enormous amount of local flexibility, accountability and decision making that is incorporated. There is no single blueprint contained in CalWORKs for what an approved, employment related adult education program looks like. Each County will create a unique blend of services according to the demands of the local job market, employment prospects and the specific nature of the local welfare recipient pool. To a large extent, the number of welfare recipients in each county who will be referred to adult education programs will depend on the ability of those programs to demonstrate that participation will result in quick entry into and/or progress within the workforce.

Under CalWORKs many more welfare recipients will be required to participate in work and/or work-related activities that may take them out of the classroom during the regular working day. It is reasonable to anticipate that there will be an increase in demand for classes in the evening, early mornings and on week ends, both from welfare recipients and low income refugee and immigrant workers.

While the new sense of urgency causes adult educators to focus on employment for welfare recipients and low income workers as quickly as possible, life time limits on receipt of aid and the already glutted job market for entry level positions make it more important than ever before to define the stated goal of "Employment" as: <u>A job, a better job, a career.</u> A job placement doesn't mean a thing on its own, a promotion, a pay raise, moving from part-time to full-time work or turning a temporary position into a permanent job does. A job placement doesn't amount to lifting people out of poverty if

welfare payments are simply replaced by low wages. True self sufficiency does not mean freedom from welfare dependency, it means freedom from poverty. In this context, our role as adult educators and employment participation trainers becomes one of commitment to "lifelong learning," with both short term and long term perspectives reflected in everything that happens during education and training. We must emphasize that the first job is not an end result but the beginning of a process of ongoing concurrent employment and skills upgrade that requires ongoing attachment to education.

Previous welfare to work programs tended to reinforce a sequential approach to employment preparation with recipients expected to complete English language training for example, to a required level before employment was considered. The current context requires us to stop thinking sequentially and to start thinking concurrently. Very few welfare recipient adults will now be involved in "stand alone" adult education classes. We are no longer in the business of employment preparation with little direct regard for application of the skills acquired in classrooms. We are now involved in employment participation training with direct responsibility for application of what is learned in the classroom to the reality of the demands of the workplace and the ongoing training and educational challenges that welfare recipients and low income workers face.

Delivering What Work Requires of Schools:

Adult education programs have to ensure that they are responsive to the new context in which welfare recipients must negotiate access to education and training programs. Required to take entry level positions as quickly as possible, these individuals will merely be replacing receipt of welfare with low-income wages which may still necessitate some level of public assistance. Every day of welfare payment receipt is a day deducted from the five-year life-time limit. It is therefore critical that individuals are assisted to stay on the job, make progress on the job and upgrade the skills necessary for job advancement.

Adult education programs will need to accommodate the individual education and training plans of welfare recipients, since the interaction of allowable and countable activities with participation rate requirements will mean that every student's schedule will be different. Recipients can be expected to construct highly individualized training plans as a function of their respective needs combined with the number of hours and locations of employment and/or community service opportunities open to them at any one time.

Responsive adult education programs will seek to develop short-term, intensive courses that have a tangible result, perhaps a certificate, diploma, an apprenticeship placement, a community service placement, subsidized employment or best yet, a job. Most appropriate will be modular approaches to education and training (which have been developed in direct collaboration with local employers) to facilitate open-entry open-exit participation in programs and to acknowledge that welfare recipients and low-income workers with limited safety net access can no longer afford to wait until next semester to start a new training program.

Many adult educators have chosen to respond to the impetus provided by welfare and immigration reform by promoting integration into ESL instruction of competency areas identified in the report by the Secretary of Labor's Commission on Achieving Necessary Skills (SCANS).[1] At the same time as teaching required course content, adult education and job training instruction that is integrally employment related should develop "Workplace Know-how." This implies the integration of SCANS Foundation Skills and Competencies into all levels and areas of instruction.

Instruction should also prepare students for the **behavioral expectations** they will encounter in the workplace. This implies a reexamination of classroom practices and identification of patterns that may be at odds with how individuals are expected to function at work. Where possible, instruction should utilize **authentic employment related material** (see last item on page 8), as a mechanism to teach the required course content. For example, an ESL teacher wanting to teach the use of imperatives might use a safety manual as her presentation content material. "Avoid loose clothing." "Wear safety goggles at all times." "Do not smoke in the machine shop."

The success of programs serving CalWORKs participants in adult education and job training agencies will be assessed according to how well those agencies prepare welfare recipients to become employed and/or make progress on the job. What is required for successful workforce participation will be different in each county, each local job market and for each recipient. What is required for successful workforce participation will be impacted by local demand occupation trends, the literacy, occupational and job readiness skill levels of participants and the unique circumstances of the local job market. Classroom instructors and program administrators will be adapting, augmenting and designing their programs after collaboratively identifying what it makes sense to teach in light of student needs, other available services and the characteristics of the local job market. In view of the high stakes for welfare recipients and low-income immigrant and refugee workers, the very urgent bottom line needs to be; "Will participation in this course facilitate employment - a job, a better job, a career?"

Staff Development:

The issue of staff development becomes critical in an environment where teachers and trainers are being expected to accept more responsibility for how and where their students will apply the employment oriented knowledge acquired in the classroom. If teachers and trainers are to have a realistic prospect of contextualizing the learning they facilitate, it is very important that they are able to do, at the very least, the following list of things:

1. Name the demand occupations in the county.
2. Describe the kind of jobs that are being created in the current day job market.
3. Give examples which illustrate the critical importance of technology in today's job market.
4. Describe all aspects of the industry and the career pathways that are indicated by an entry level position at McDonald's.
5. Conduct a telephone or face to face survey with employers so that they can speak with authority about what employers want.
6. Experience an authentic interview with a representative from business and industry.
7. Describe the Secretary's Commission on Achieving Necessary Skills (SCANS).
8. Demonstrate what Competencies and Foundation Skills identified by the Commission can do for them in terms of developing employment related content material, instructional strategies and promoting life-long learning.

Establishing More Integral Connections with Business and Industry:

Augmenting and adapting adult education and job training programs to make them both more compatible with the focus of CalWORKs and more genuinely employment oriented suggests the need to establish more extensive links to business and industry. There are a number of different things that can be done to support this.

a) Convening working groups of employers and service providers for monthly breakfasts, input meetings and sessions for review of curricula.
b) Creating teacher internship programs which provide classroom instructors with opportunities to

"shadow" employees at work sites to promote genuinely informed instruction.
c) Maintaining a comprehensive program of employer speakers in all classrooms.
d) Developing a comprehensive program of field trips to local businesses for all students in adult education and job training.
e) Demonstrating a commitment to comprehensive cross-agency professional development involving the Employment Development Department, Chamber of Commerce, Rotary Clubs, Private Industry Councils etc.

Taking Account of Significant Barriers to Independence: Child care, Transportation, Medi-cal Coverage and Long-term Survival for those in Low Income Jobs.

Welfare recipients and low-income workers face many obstacles to obtaining and keeping jobs. These include; work limiting health conditions, deficiencies in education and basic skills, child care responsibilities and transportation. An adult education program that is genuinely committed to the concept of promoting long-term employment with a living wage will need to consider the practical impediments that many low income workers face as they try to improve their basic skills.

Initial job placement for many welfare recipients will be in low wage positions with no medical benefits. There are four significant work incentive issues, awareness of which can have a profound impact on whether low income earners are able to sustain themselves and their families over time. It is suggested that adult education and training programs address within their instructional curricula the following critical issues which impact independence.
a) Benefits of combined work and welfare receipt: Despite education and awareness campaigns, many welfare recipients are unaware of the facts with regard to the financial benefits of combining work and welfare receipt. Many recipients still view receipt of welfare and work in an "either- or" relationship, unaware of the fact that obtaining employment does not mean an immediate cessation of all public assistance.
b) Transitional Medi-cal and child care: Similarly, obtaining employment does not mean the immediate cessation of access to welfare program sponsored child care and Medi-Cal support. Adult education programs can also provide information on child care options, develop co-operative child-care programs on site and/or develop training programs for day care licensing.
c) Earned Income Tax Credit: Access to increased monthly earnings and/or a lump sum payment at the end of the year in the form of Earned Income Tax Credit can make a low wage considerably more liveable. (See page 8).
d) Assist adult learners to find creative solutions to transportation challenges, make information available on local car pools, public transportation, respond to work related transportation problems. "Jose has a job at Yummy Foods and his shift starts before the bus service. Does anyone work in that area, know someone who does?"

Becoming a Team: Given the concurrent nature of the education/training programs and work activities that welfare recipients must now participate in, it is vitally necessary that education providers and employment participation trainers exhibit a high degree of commitment to collaboration and communication across programs. If welfare recipients are to receive effective, intensive training that genuinely promotes their employability and ability to function independently, service providers will need to ensure the minimum amount of duplication of services.

They will also want to maintain excellent communication, interaction and collaboration with other agencies involved in supporting adults in their climb toward independence to ensure the provision

of integrated services that do not duplicate each other.

In Adult Education and Welfare to Work Initiatives: A Review of Research, Practice and Policy[2], by National Institute for Literacy Fellow Deborah D'Amico, it is stated that; "Currently, interagency cooperation seems to be at the level of occasional joint meetings, mutual letters of support for funding proposals, reporting attendance and outcome data and participant referrals. If programs are to really serve the complex range of individual needs and goals that exists among public assistance recipients, cooperation needs to move to the level of team based service provision, using mechanisms such as case conferences to plan for the mix of services needed by individuals and/or groups of learners."

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EARNED INCOME TAX CREDIT
ARE YOUR WORKING STUDENTS RECEIVING THIS?

Looking for authentic, employment related content material that is really important to your students? Find out about the Earned Income Tax Credit and create an ESL lesson that could make a difference.....

The Earned Income Tax Credit is a federal tax benefit available to low income workers. The credit is available to single or married tax payers with no children who make no more than $9,770 a year in wages, salaries or tips.

For a single tax filer, or a married couple with one child the limit is $25,760, and for those with more than one child it is $29,290. The maximum credit varies from $332 per year for single filers with no children to $3,656 for those with two or more children.

Children of filers qualify if they are;
under the age of 19 and live for at least six months of the year with the parent claiming the credit,
under 24 and a full-time student,
of any age but permanently and totally disabled.

The credit can either be claimed at year's end when filing tax returns or, tax payers with at least one qualifying child may be eligible to receive the credit in advance, through their employer in their regular pay checks.

The forms for applying for the credit are easy to fill out and the Internal Revenue Service (IRS), will calculate the credit for filers if they provide such basic information as their name, address, Social Security number and gross income. Applicants for the advance payment fill out the IRS W-5 form, the Earned Income Advance Payment Certificate and provide it their employer. A new certificate must be provided to the employer every year. All applicants and qualifying children must have social security numbers.

For more information call the IRS at:
1(800) 829-1040.
To request copies of the forms, call:
1(800) 829-3676 or access the web site at:
http://www.irs.ustreas.gov

1.Secretary's Commission on Achieving Necessary Skills, (1991) What Work Requires of Schools, A SCANS Report for America 2000. Washington, D.D.: U.S. Department of Labor. (NTIS No. PB 92-146711)

2. Available free of charge from the National Institute of Literacy. Call 1 800 228-8813 to order a copy.

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Periodic News Bulletin ~ Brigitte Marshall ~ Consultant
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Questions on how to integrate SCANS

Many adult educators are now very interested in integration of competencies outlined in the SCANS report. This issue of "Learning a Living" documents some of the questions instructors have about the process of integrating the competencies into every day classroom practice - and some possible answers. Reference is made to materials that can be found in the ***English Language Training for Employment Participation Resource Package, March 1998.*** If you, or your school site does not already have a copy of this resource, please call Burna Dunn, Spring Institute for International Studies at (303) 863-0188 to request one. All the materials in the package are reproducible so please limit requests to one per instructional site.

If you have questions regarding integration of SCANS competencies that are not addressed in this issue, please forward them to Brigitte Marshall via e-mail or fax (address and number given above).

Question 1. I want to integrate SCANS competencies into my ESL class, how do I start?

You probably already have started. Take a look at page 1.15 in the Resource Package which lists some common ESL instructional strategies alongside SCANS Foundation Skills and Competencies. Consider some of the things you do when using the instructional strategies. Do you notice how many of the activities already involve students in demonstration of some of the SCANS competencies? For example, students involved in cooperative learning activities will be demonstrating both the **Interpersonal** competency area and the **Personal Qualities** foundation area. Both Problem Posing and Problem Solving could involve students in the competency areas of **Information Management** and **Systems Management**. Many ESL instructional strategies have the potential to provide opportunities for demonstration of SCANS competencies - whether or not they actually do depends on how the activities are set up.

Question 2. So I don't have to change everything I already do in the classroom, since much of it is already geared toward competency areas identified by SCANS. What's the next step to making my classroom more focused toward SCANS competency integration?

Spend a couple of weeks documenting what you do in your classroom and how each activity provides opportunities for students to practice and demonstrate SCANS competency areas. A good way to do this is to use the CDE, Staff Development Institute ***SCANS Influenced Lesson Plan*** which can be found on page 2.6 of the Resource Package. The lesson plan format asks you to list the stages of your lesson according to the standard progression of warm up/review, introduction, presentation, practice, evaluation and, finally, application. The lesson plan then provides space for you to document how each of these stages of the lesson is related to SCANS competencies and asks you to document which of the competency areas has been addressed. This exercise provides you with the opportunity to do a couple of different things:

1. Document the connection between instructional strategies and development of SCANS competencies.
2. Focus lesson design and instructional strategy choices on activities that will provide maximum opportunity for the practice and development of competency areas identified by SCANS.

Question 3. I've been using the SCANS-Influenced Lesson Plan for a couple of weeks. I can see that some of the activities I use do

provide opportunities for students to practice and demonstrate SCANS competencies but in some parts of my lesson I don't feel that there is much going on that is SCANS related. What kind of thing should I be doing to increase SCANS related activity in my classroom?

The first step toward having a classroom which consistently reflects SCANS competencies is to select appropriate **instructional strategies**. In general this means adopting a ***student centered*** approach to instruction because it focuses on learner outcomes and requires the student to act as a producer rather than a consumer of information. A practical check for whether you are using ***student centered*** instruction is to ask, "What is my expected student outcome?" or, in other words, "What will my students be able to ***do*** as a result of participation in this activity?"

More specifically, some examples of ***student centered*** instruction are:

1. ***Involvement strategies;*** these are instructional strategies which are designed to ensure that all students are involved in classroom activity for as much of the time as possible. For example, methods which require all students to respond to a question as opposed to one student at a time. If every student has a **Number Fan**, a teacher can establish as a general practice that 1 represents "True" and 2 represents "False". After reading a newspaper article or viewing a video, teachers can do a quick comprehension check involving the whole class by asking a series of True/False questions and then requiring the entire class to respond by holding up the appropriate number. This kind of strategy replicates the behavioral expectations students will meet in the workplace because it requires them to be active producers all the time. It also invites development of competencies identified by SCANS because students interact with each other when deciding which number to hold up, they teach other, explain why the answer is true or false and they evaluate and interpret information.

An involvement strategy is anything that creates a situation which hopefully requires, and at the very least invites and promotes, student engagement and involvement. For example, if students are working on a cloze activity sheet, organize them into teams of three and provide only one copy of the sheet to each team. They will either have to designate a secretary to complete the sheet from input given by other team members, or they will need to take it in turns to fill out sections of the sheet.

A good source of ideas for other ***involvement strategies*** is the Teacher's Resource Guide **Connections** by Meredith Fellows. For ordering information call (619) 295-4055.

2. ***Cooperative Learning Activities*** These instructional strategies naturally lend themselves to the development of competencies identified in the SCANS report. Spencer Kagan's book, ***Cooperative Learning*** is an excellent source of ideas for cooperative learning activities. The book is published by **Resources for Teachers Inc.** Call 1(800) 933-2667 for ordering information.

Question 4. What do you mean by classroom management techniques? How and why do they promote development of SCANS competencies?

Utilization of classroom management techniques represents the next phase of SCANS competency integration. Classroom management relates to how you organize your classroom and your students. Establishing classroom procedures and standard methods for communicating information to students provides an opportunity for you to require them to interact in ways that are similar to expected workplace behaviors. For example, you can model the Information and Systems Management Competency areas by writing an agenda on the board for every instructional session. By doing this you are making your plan and time management strategy for the lesson visible to the students. You are also exposing them to an organizational system. On occasion you may have to modify the agenda during the course of the lesson. In so doing you are modeling how to monitor and modify a system after evaluating facts and information - all competency areas identified within the SCANS report.

Other, very simple classroom management issues can have a significant impact on the possibility for practice and development of SCANS competency areas. For example, teachers at an adult school that made a decision to purchase circular tables for classrooms report that having students seated around circular tables naturally results in peer teaching, cooperative resolution of assignments and tasks and interaction between students. Though it may not always be possible to purchase the most appropriately designed furniture for your classroom, it is certainly possible to consider how desks or tables are organized and what this does to the potential for interaction within the classroom.

Another way of utilizing classroom management strategies to integrate SCANS competency areas is to establish safety procedures and/or standard operating procedures for the classroom which new students must read and sign. More experienced students can be assigned to orienting new students to classroom procedures, for example - homework is always due on Wednesdays and should be put in the teacher's "in" box on his/her desk. This provides students with the opportunity to teach others, exercise personal and social skills, communicate effectively and interpret information - again, all competencies identified as critical to "work-place know how" in the SCANS report. It also provides both experienced and new students with the opportunity to interact in ways that are similar to workplace interactions. At work, a supervisor or crew leader is often given responsibility for orienting a new staff person.

There are many different kinds of classroom management strategies with as many opportunities for SCANS competency development. Assigning duties to students in the classroom stresses the fact that students have as much responsibility for making learning happen as the teacher does. That means that students have responsibilities, not just to show up on time with appropriate equipment, but to make the classroom work efficiently in very practical ways. Invite students to accept responsibility for making the learning environment both pleasant and safe. Establish a roster for plant watering, book inventories, desk straightening, equipment checks, binder organization and so on. Involve students as much as possible in decisions, for example, about how the classroom is going to be organized and where purses are going to be placed during class to ensure security and also safety. Which side of the room should the overhead projector face? What color chalk is the easiest for students to read?

Promoting the development of SCANS competencies often amounts to creating situations which invite students to exercise their skills in the pertinent areas. For example, the SCANS foundation area of personal qualities calls for demonstration of responsibility, self esteem, sociability, self management, integrity and honesty. These are not skills that can necessarily be taught overtly and to try to do so risks turning the lesson into a lecture about these concepts. Classroom management strategies can be used to create situations which invite the practice and development of behaviors which will demonstrate the qualities that employers are looking for. Again, start simple. Ask students to be responsible for turning off computers on a daily basis and to document completion of the procedure. This provides an excellent example, complete with an outcome measure, that a student has demonstrated personal responsibility and self management as called for in the SCANS report.

Another classroom management technique which provides excellent opportunities for the development of SCANS competencies is the use of teams, either short or long term, in the classroom. Team organization can be used for the purposes of assigning practical classroom tasks and/or for performing instructional activities. Working as part of a team can involve students in demonstration of Interpersonal Skills, Resource Management competencies, Systems Management competencies, Information Management competencies, Thinking Skills, Personal Qualities and, of course, Basic Skills. Depending on the assignment and the kind of equipment necessary to perform it, teamwork can certainly also involve students in demonstration of the Technology competency area.

Chapter 3 in the Resource Package contains many examples of how to organize a classroom around the concept of teams.

Question 5. I'm not very comfortable with the idea of asking my adult students to accept responsibility for doing tasks in the classroom. It's the kind of thing I used to do with elementary children. Aren't my adult students going to feel bad about doing this kind of thing?

This is a sensitive issue and it's very important to consider it before implementing any kind of team and task based approach to making learning happen in your classroom. It is probably obvious that no approach will work if the teacher does not feel confident and committed to its value. However, many teachers who admit to having had initial concerns about the "adult appropriateness" of this approach report that their anxieties proved groundless and that, in fact, the reactions they got from students confirmed the value of the approach in ways they had never imagined. For example, students are often aware of how much assistance they are providing to their teachers and take great pride in what they are contributing to the ultimate and common goal of making learning happen. Students also notice that the teacher has more time for genuine and concentrated interactions with them. Students are often very vocal about how much they themselves have benefitted from having a teacher who no longer has to worry about many of the functional aspects of making the classroom work.

Of course a lot depends on how the teacher presents the expectation of student involvement in classroom tasks and especially how the objectives are explained. One teacher chose to present the approach to her students by explaining that its purpose was to ensure that everyone in the class had a common set of experiences to which they could refer when employment related issues were being discussed. For example, when talking about the concepts of self management and personal responsibility, through reference to the tasks assigned to students in the classroom, everyone is able to access a recent example which provides a practical illustration of the concept.

Question 6. I'm not sure about the idea of teamwork. It seems childish. Is it absolutely necessary to use teamwork if I want to integrate SCANS competencies into my classroom?

No, it's not absolutely necessary, but as you can see from the list of competency areas that can be demonstrated through the use of teams, it is a highly effective way of providing opportunities for students to practice the competencies identified by SCANS. Some teachers do have initial reservations about using team organization, but most frequently, after a short period of time, teachers comment on the positive changes they observe as a result of expecting students to interact in teams. Apart from the fact that the Interpersonal Skill competency area explicitly calls for individuals to be competent at working on teams, the vast majority of employers now require employees to work in teams or crews. This is true across all sectors of industry from production to retail to service industries. By asking your students to interact in teams in your classroom you are preparing them for the behavioral expectations they will encounter in the workplace.

If you do meet resistance from students to the concept of teamwork, you may want to try to sell it to them by exposing them to videos and/or site visits to workplaces that utilize work teams and crews.

Some teachers work in situations where it's just not possible to have students work in teams, for example one-on-one tutoring or independent study programs. There are certainly other ways that teachers can ask students to practice SCANS competencies. For example, assigning projects that involve students in interviewing people, conducting research, compiling a photographic collage, keeping a journal or conducting a survey are all activities that can be done by individuals and which require them to exercise many of the competencies outlined in the SCANS report. Projects can be set up in such a way that individual students must interact with members of the public, co-workers or family members. In this way students are provided the opportunity to

practice their interpersonal skills as well as information management. If possible, students can be directed to use tape recorders or video cameras in their projects, thereby providing them the opportunity to practice skills related to the Technology competency area.

Question 7. How do I get started on using teams in the classroom and how long should it take to get teamwork fully functional in my classroom?

The dynamics in every classroom are different. If some of the students in your class are already working, they may already have experienced working in teams or crews. You may also want to find other examples of team work in situations that are not employment related. For example, some students may play on sports teams, others may be on a committee at a child's school or through a church or temple, others may have a car pool arrangement. Raising awareness of the multiple different ways in which team work is important throughout life can be a good way to introduce team work to the classroom.

It is probably best to start out with very short-term teams, just for a segment of individual lessons. The important thing is to start using team work language and refer to the teams as such, or as crews. The next step could be to identify a team or crew leader and and then work with students to establish some other job descriptions. Three of four members to a team works well at the beginning. The job descriptions can be posted in the classroom and each time you ask students to form teams or work crews, remind them also to take on job descriptions within their teams. The use of job descriptions which are posted in the classroom, helps to establish expectations for how the classroom will function.

Involve students in writing the job descriptions and developing measures of effective job performance - ask, for example, "how will we know if the crew leader has done a good job?" This increases student "buy in" and reduces the surprise of a new instructional technique.
To summarize:

1. Commit to having students work in (short-term) teams for a portion of each instructional session and prepare lesson plans accordingly.
2. Establish the rationale:- We function in teams in many areas of our lives - including work, so the better we are at it, the more successful we will be in life.
3. Expose students to basic language attached to teamwork and ensure that the vocabulary has meaning attached to it.
4. Establish clear expectations for how teams will function by using job descriptions, check lists for job performance, name/job title tags and evaluation sheets.
5. Involve students in creating job descriptions and measures of effective job performance.

It may take as long as six weeks to get team work fully functional. Teachers who have been through the process of introducing teamwork often report initial resistance but this is almost always replaced after several weeks with a "voluntary" approach to team work. For example, one teacher who introduced team work to her classroom reported that after intense initial discontent, students grudgingly agreed to work in teams for the first part of the lesson on the condition that the second part of the lesson be conducted "the way you used to teach us." The teacher agreed, but after several weeks it became clear that students were continuing to function voluntarily as teams, using all their team work skills, during the second part of the lesson as well. Students generally recognize and appreciate the benefits of team work and understand what it does for them in terms of maximizing opportunities to practice critical skills, including English language.

Question 8. It seems as if integration of SCANS competencies has nothing to do with my curriculum. I thought I would have to change my entire curriculum in order to integrate the foundation skills and competencies. Can I carry on using the same content material I have always used?

It is certainly true that integration of SCANS competencies has much more to do with <u>how</u>

instruction is delivered as opposed to the content material that is used. Involvement strategies, cooperative learning techniques and effective classroom management strategies can all be used with **any** content material.

Feedback from employers suggests that attitude and interactions on the job have much more to do with why people keep or lose jobs than their technical ability to actually perform the job. If we as teachers are concerned to give our students the best chance possible of getting and holding a job, providing them with opportunities to interact in ways that are similar to interaction patterns found in the workplace is an effective approach.

This is really what SCANS calls for. It stresses that employers want people with "workplace know-how" - in other words, people who know **how** to work. So it is certainly true that the desire to integrate SCANS competencies implies a need to address the "soft skills" involved in effective workforce participation as opposed to specific, work related "hard" job skills. Most employers state that they are prepared to teach new hires the "hard" skills but that an employee who lacks the necessary "soft" skills is unlikely to be able to learn them effectively on the job if they did not know what to expect.

However, it is also true that many refugees and immigrants lack basic knowledge about the U.S. workplace which we would do well as teachers to provide them. While it is not essential, in terms of integrating SCANS competencies, to overhaul the curriculum and include much more employment related content material, it is certainly very important to do an analysis of the employment content material that your students need and make modifications to the curriculum accordingly.

Question 9. I've got students who come to my ESL class who are not learning English specifically for employment. And even if most of my students are under increased pressure to find work, successful acculturation means a lot more than speaking just enough English to get a job. I see my job as empowering my students with language skills which they can use to change many different areas of their own lives. Won't I be narrowing the curriculum unnecessarily by focusing only on SCANS and the skills students need to be employed?

If the SCANS competencies were isolated skills that students would use only in employment situations you would certainly be narrowing your curriculum in favor of producing suitable workers as opposed to self empowered individuals. However, just take a look at the SCANS competencies and think about your own life on a day to day basis. These are skills and competencies that all self possessed, self sufficient individuals need if they are going to go through life with awareness and a full complement of coping skills. Though you may, as a result of welfare reform and the reduced nature of the safety net that your welfare recipient and low income workers face, have to take a more overt approach to addressing employment preparation, the cross application of skills should be an integral part of your instruction. In other words, you should be demonstrating to your students how the skills and competencies they are practicing in your classroom apply to the various different contexts which make up the reality of their every day lives. Interpersonal skills are not exercised only at work and then switched off when the time card is punched. Which working parent has **not** practiced and demonstrated time management? Who has **not** had to interpret a user's manual or retrieve information from a recorded message in order to troubleshoot a defective VCR, or vacuum cleaner? One of the reasons that so many educators feel good about the SCANS competency areas is exactly because they **don't** steer us toward a narrowing of the curriculum - quite the opposite, they invite us to develop our students as whole human beings who are fully functional in all domains of life, as workers, community members, family members and life long learners.

Question 10. I have students who already have many of the skills outlined in the SCANS report. Why does it make sense for me to adopt this approach in my classroom?

Since the SCANS skills and competency areas are used in all domains of an adult's life, it should be no surprise that many of our adult students are already demonstrating considerable competency in them. However, it is usually the case that the skills and competencies are going unrecognized or unlabeled. When an employer asks an interviewee, "What did you do in your ESL class?" the most frequent reply is, "I studied English." How much more attractive would that interviewee be to the employer if she were to respond, *"I learned how to work as part of a team, for example we completed our ESL assignments in teams and we had to take it in turns to be the team leader, record keeper and time keeper. I learned how to organize my work properly, for example we had to keep all our work in a binder which was organized into sections. We had our binders checked by Quality Control monitors every Monday."*.....and so on.

By organizing adult classrooms in ways that provide maximum opportunity for students to develop an awareness of the skills they have, you are maximizing their ability to successfully apply those skills in employment situations and other domains. It is absolutely critical that students develop an **awareness** of why and how SCANS related skills are applicable to their lives. Students need to be able to talk about what they can do and **demonstrate** when and where utilization of skills will be appropriate.

For example, all adults manage resources in some form during the course of their every day lives, but are they aware that this is what they are doing and can they give an example of resource management? By adopting a SCANS integration approach to instruction, you will be helping students to "label their learning" and empowering them to use those labels to gain access to further opportunities. This really gets at the heart of the third phase of SCANS competency area integration which will be discussed below.

Question 11. How do I know that my students really are becoming more proficient in the skills and competency areas outlined in SCANS?

That brings us to the third phase of SCANS competency area integration - a phase which we can call "labeling the learning." It is certainly critical that both you and your students are able to **identify** and **demonstrate** that they have proficiency in the areas outlined in the SCANS report. Chapters 6A and 6B in the Resource Package address the issues of Assessment and Accountability and Self Assessment. Both chapters provide many ideas for strategies which you can use in the classroom so that students can **demonstrate and document** the acquisition of SCANS competency areas. Examples of appropriate strategies are; ***checklists,*** on which students check off successful performance of certain tasks or competencies, perhaps with date and a cross reference to the SCANS competency area that is being demonstrated; ***reflection activities***, both oral and written in which students reflect on what they have done using SCANS oriented language- "What did you do in class today?" "I worked as part of team, I kept track of time for my team, I organized the text books"; ***team evaluations,*** in which students are involved in evaluating and documenting the performance of their team on a particular assignment; ***peer review,*** in which students provide feedback and assistance to each other as part of a task assessment and improvement process; and ***journals.*** Journals are particularly effective for providing students with the opportunity to document how they are applying the skills they learn in the classroom to the reality of their own lives. Journal writing can be focused and directed by establishing standard questions to which students must respond on a regular basis. For example, Donna Price Machado from San Diego Community College District asks her students to respond to the following list of questions:

What did I learn today that will help me in my job or personal life?
What did I like or dislike about the lesson?
What happened with my team or partner?
Did I do anything today to help someone in class?

It is certainly true that some of the SCANS competency areas are hard to assess. For example, how do you evaluate a student's sense of personal responsibility? Perhaps the most effective way to

respond to this challenge is to establish some performance measures for each area. For example, if trying to establish some behavioral indicators for demonstration of personal responsibility and self esteem, a teacher might consider the following; how often does the student volunteer for tasks, how often does the student take on a leadership role in the team, does the student call when required, organize binder and come to class appropriately prepared? Teachers can reduce the documentation burden on themselves by having students be responsible for documenting this information in a peer review context. In this way, teachers are able to produce documented and concrete examples of classroom behaviors which clearly demonstrate development and proficiency of areas identified in the SCANS report.

Question 12. Most of my students already have jobs. How can SCANS help them to get better jobs?

In a number of different ways. Firstly, employers always say that they are looking for employees who have initiative and who know how to problem solve. It is generally this type of employee who is first in line for promotion. Integration of SCANS competencies into ESL instruction provides adult students with opportunities to practice and further develop initiative and problem solving skills.

Individuals who have good self esteem, self management skills and organizational skills will be better equipped to turn an entry level position into a stepping stone to a better position.

Individuals with little work history in this country and/or few formal qualifications face many challenges as they negotiate work schedules, family life and gaining access to ongoing training and educational opportunities. Development of competency in areas identified in the SCANS report equips adults with coping skills which are useful and relevant to all domains of their lives. Effective time and resource management is critical for low-income workers who are living on a limited budget with multiple demands on their time.

REGISTER NOW!
SPECIAL ENGLISH LANGUAGE TRAINING DAY
October 14, 1998

This year, the Special English Language Training Day is going to be held at the Hyatt Regency, Alicante in Anaheim. A full day of intensive training activities is being planned to cover a number of different issues which are of current concern to ESL educators. Four different tracks will be offered for participants to choose from:

1. ELT and Employment will address issues that educators are facing as they develop language training programs which are overtly employment focused.

2. ELT and Low-Level Learners will address the needs of students who have very limited English language abilities. This track will feature effective instructional strategies suitable for use with low level learners.

3. The Elderly Learner will consider issues attached to providing effective language training to seniors.

4. Mental Health and Cultural Adjustment in the ELT Classroom will examine some of the challenges teachers of refugees face as they work with individuals who have mental health concerns and are fielding cultural adjustment issues.

The training day will feature nationally recognized expert consultants in the field of ELT. The registration fee of **$25** includes a "Meet the Author" luncheon at which participants will be given the opportunity to meet recently published authors who have been working on issues discussed at the Training Day.

See the enclosed flyer for registration information. Space is limited, so be sure to register soon!

"LEARNING A LIVING" No.11. 1998
Periodic News Bulletin ~ Brigitte Marshall ~ Consultant
English Language Training for Employment Participation Project
511 Cornell Avenue, Albany, CA

GREAT TRAINING OPPORTUNITY! DON'T MISS IT!

In October, the California Department of Social Services will be hosting the Ninth Annual Refugee Information Exchange Conference. As part of this event, I am facilitating a **Special English Language Training (ELT) Day** to take place on October 14, 1998. After an initial overview of the context in which adult refugees and immigrants are now working toward self sufficiency, the day will feature intensive training tracks on four of the main areas that teachers and administrators have identified as being of current concern:

1. ESL and Employment
2. ESL and Low-Level Learners
3. ESL for Seniors
4. Mental Health and Cultural Adjustment in the ESL Classroom.

Each of the tracks will be facilitated by experienced educators who will take an involvement approach to the training, participants can expect to practice the strategies and instructional approaches that are modeled for them. In addition, all participants will be involved in some form of "action plan" development to ensure that what is learned during the course of the day has direct application to the classes and programs in which they work.

A "Meet the Authors" Luncheon will provide participants with the opportunity to meet authors who have published texts on the issues being addressed during the course of the training day. Participants will also have the opportunity to review materials and resources from major ESL publishers during registration, break and lunch times.

You will find more information on this day on pages 10 and 11 of the Registration Brochure included in this mailing. There is a special registration rate of $25 for individuals who want to attend the ELT day only. Be sure to indicate which of the intensive training tracks you would like to attend by selecting both a first and a second choice on the registration form on page 14. Don't forget to make a meal selection, also!

I think you will agree that the ELT day offers an excellent opportunity to develop some focused and targeted skills with which to improve classroom performance. The current time-pressured environment in which many refugees and immigrants now function in our classrooms makes it doubly important that teachers and administrators make every minute of instructional time as valuable as possible. If you have any questions about the day, or you need further information, please feel free to contact me. I look forward to seeing you in Anaheim on October 14!

"LEARNING A LIVING" No.12. 1998
Periodic News Bulletin ~ Brigitte Marshall ~ Consultant
English Language Training for Employment Participation Project
511 Cornell Avenue, Albany, CA

Welfare-to-Work, Workforce Development and the Role of Adult Education

This issue of "Learning a Living" examines the role of adult education in the new welfare-to-work process. A distinction will be suggested between the ***welfare-to-work process*** and ***workforce development*** and rationale for the ongoing involvement of adult education in both will be presented.

Focus on Workforce Participation

In August of 1997, Governor Wilson signed into law Assembly Bill (AB) 1542 - the California Work Opportunity and Responsibility to Kids (CalWORKs) Act. This state legislation was framed within federal welfare reform legislation enacted the previous year, the Personal Responsibility and Work Opportunities Reconciliation Act (PRWORA). In addition to its overhaul of the cash assistance welfare program, federal legislation changed the eligibility of many refugees and immigrants for federal assistance programs such as Food Stamps and Supplemental Security Income. In broad terms, both federal and state welfare reform legislation end entitlement to public assistance and create a new focus on workforce participation. A situation of temporary need no longer implies entitlement to assistance, it is now seen as an indication of a need for services that will result in swift reentry into the workforce.

The stated aim of the legislation is to encourage self sufficiency and personal responsibility. Two significant features of CalWORKs are;

1. Aid is now time limited, with a five year life time limit on receipt of assistance, a limit of 24 consecutive months for current adult recipients and 18 consecutive months for new applicants after January 1, 1998.

2. All adult recipients must meet hourly work requirements by participating in the requisite number of hours of "allowable" and/or "countable" work activities.

"Work First"

Both federal and state welfare reform legislation have changed the role of adult education and training programs in the welfare-to-work process. The "work first" approach which now prevails compels adult education to reexamine its "points of entry" in this process. Where does adult education now stand in California in terms of its role in assisting those with limited basic skills to become employed, secure full-time, permanent employment with full benefits and to make progress on the job? While there are significant contributions that adult education can make to the welfare-to-work process as defined by CalWORKs, more of its focus is now directed to working with adults outside of CalWORKs. This suggests a strengthening of the engagement with the more comprehensive process of "workforce development" which includes the welfare-to-work program but goes beyond it in providing services to the working poor both to prevent future welfare dependency and to assist low income workers to

make progress on the job.

The implementation date for the CalWORKs program was January 1, 1998, with all adult recipients of aid required to be enrolled in the program by January 1, 1999. It is therefore not yet possible to evaluate the full impact of the new status quo on the participation in the welfare-to-work process of adult education programs that had previously worked with large numbers of welfare recipients. However, initial observations can certainly be made along with the development of strategies for the most effective ongoing involvement of adult education in both the welfare-to-work process and the workforce development process.

Job search/work experience programs (also described as a labor force attachment approach), have been shown to produce larger earnings gains and greater welfare savings than programs that emphasize higher cost components, such as education and training (also described as a human capital investment approach). In part due to this fact, the "work first" approach is what now drives the welfare-to-work program in California. The approach requires welfare recipients to search for and find work first before being considered for education and training within the auspices of the welfare program. Recipients are no longer encouraged to participate in long-term adult education or training "up front", although for participants who are not considered job ready, short-term, intensive education or training programs ***may*** be an acceptable first step. This ***"may"*** will depend very much on the ability of adult education service providers to demonstrate to their local department of Social Services that such programs are likely to result in quick entry into the work force.

Initial anecdotal evidence from across the state indicates that many fewer welfare recipients are now being referred to adult education programs than was previously the case under the GAIN program. This should come as no surprise given the context of the general philosophy of the "work first" approach. For the last couple of years California has enjoyed a strong economy. This, combined with the "work first" approach has meant that the most "job ready" welfare recipients are entering the work force in large numbers. It is probably not unrealistic to suggest that the role and participation of adult education in the welfare-to-work process could become more substantial as the challenge of discovering meaningful workforce participation for the remaining pool of lower skilled welfare recipients is addressed.

In addition to the provision of short-term, intensive training programs which target welfare recipients who are not considered "job ready," adult education providers may also be able to establish points of entry in their local CalWORKs programs through the innovative design of Community Service Programs. "For example, adult education and literacy programs could create positions for recipients as tutors, student advocates, office assistants, curriculum developers and workers on special community projects. (Knell, 1998, p.18)."

The Need for Different Delivery Models

In order to establish itself as one of the critical components in the welfare-to-work process, the adult education community will need, in the coming months to demonstrate that it can "create different delivery models that ***integrate*** education, training, ***support services***, job search, job readiness, coaching, mentoring, job placement, work activities, jobs and post employment services. (Knell, 1998, p.10)." This is because; "The design of welfare-to-work programs, and research that evaluates them, tends to isolate outcomes of welfare-to-work programs from the context of participants' lives. ***The perspective of the participants, in contrast, emphasizes the web of obstacles that stand between participants and work. These include mental and physical health problems, lack of child care, transportation issues and for some, discrimination by race and***

gender in the workplace**.....**a more holistic approach to ***the combination of factors*** faced by individuals is necessary. (D'Amico, 1997, p.4)" In response to the multiple barriers to employment that welfare recipients often face, it should be noted that CalWORKs legislation has committed unprecedented amounts of funding for support services such as child care, mental health and substance abuse treatment. Adult education programs, like other parts of the welfare-to-work system must acknowledge the need to ensure student access to an integrated range of services in collaboration with providers of support services.

The Need for Accountability

In 1992, a National Adult Literacy Survey (NALS) was conducted by the Educational Testing Service for the National Center for Education Statistics, Office of Educational Research and Improvement. Data from the study indicated that assigning welfare recipients to adult basic education programs seemed to have little ***measurable*** effect on raising literacy proficiencies. Adult education programs need to address the fact that they cannot currently provide convincing evidence of their effectiveness in helping students to achieve higher literacy.

If they are to continue to play a role in the welfare-to-work process adult education programs must become adept at designing short-term intensive courses specially designed to provide welfare recipients with the skills they need for employment. In addition, programs must also take account of the factors which have made it difficult to ***demonstrate*** the connection between adult basic education and improved literacy skills and, beyond this, the consequent connection to successful workforce participation. The inability to systematically document long-term student outcomes is critical in light of the fact that higher levels of literacy are linked to labor market success. Labor market success in a "work first" approach is the bottom line and adult education programs which cannot demonstrate their ability to promote labor market success can expect little respect for claims about the validity of their inclusion in the welfare-to-work process.

Welfare reform initiatives that started over five years ago provided a good deal of the impetus for adult education's recent self-examination of its role in the welfare-to-work process and the need to demonstrate greater effectiveness. Many of these trends are recognizable in the legislative vehicle which now provides funding for adult education, the Workforce Investment Act of 1998. Title II of the new law, the Adult Education and Family Literacy Act sets three goals for adult education and literacy:

1. Assisting adults in becoming literate and obtaining the knowledge and skills necessary for employment and self sufficiency.
2. Assisting adults who are parents in obtaining the educational skills necessary to become full partners in the educational development of their children.
3. Assisting adults in completing high school or the equivalent.

The Act establishes a new, comprehensive performance accountability system which is designed to assess states' effectiveness in achieving continuous improvement of adult education and literacy activities funded by the federal government. The specific performance measures by which states will be assessed include the following:

1. Demonstrated improvements in literacy skill levels in reading, writing, and speaking in the English language, numeracy, problem-solving, English language acquisition and other literacy skills.
2. Placement, retention, or completion of postsecondary education, training, unsubsidized employment, or career advancement.
3. Receipt of a high school diploma or its equivalent.
4. Other objective, quantifiable measures, as identified by the state agency.

Each state agency will negotiate with the Secretary of Education in setting expected levels of performance and is required to submit an annual report on its progress. ***Congress is likely to use this information in future funding decisions.***

Rationale for the Inclusion of Adult Education

There are two very significant sets of reasons why it is not only valid but critical for adult education and basic skills training to be key components of both the welfare-to-work process and the workforce development process. The first centers around what we know about the connection between literacy (or rather the lack of it), and the potential for successful, long-term workforce participation. The second addresses one of the main target areas of welfare reform - personal responsibility.

Literacy and Workforce Participation

Using statistics gathered during the National Adult Literacy Survey, a report was prepared entitled Literacy and Dependency: The Literacy Skills of Welfare Recipients in the United States. It examined information specifically related to the literacy skills of adults age 16 and over who received Aid to Families with Dependent Children (AFDC), other public assistance, or food stamps during the 12 months prior to the study. The study established that "levels of literacy and degrees of success in the labor market are clearly and closely linked (Barton and Jenkins, 1995, p.8)." Critical, basic literacy skills measured as prose, document and quantitative literacy that were determined to be necessary for an individual to function effectively in society were found to be very weak in a significant proportion of the welfare population. Almost half of the public assistance recipients looked at in the study had not graduated from high school. Between one third and one half of welfare recipients were found to perform at the lowest level of literacy, another third performed at the second to lowest level. This group of welfare recipients have literacy skills ***below the level of the least skilled workers.*** "Such individuals may get work, but their earnings will not keep them out of poverty and their employment future remains precarious. (D'Amico, 1997, p.5)."

Welfare-to-work programs and the adult education community must clearly be very concerned about this group of welfare recipients for whom the improvement of basic literacy skills represents a critical part of what it will take to move them to, and keep them at a point of sustainable, economic self sufficiency. However, it should be noted that progress in literacy is a long-term prospect and significant change in this area is unlikely to be demonstrated through participation in short-term programs. While acknowledging that improved literacy is a vital component of long-term self sufficiency, realistic expectations need to be established for what can be demanded of short-term participation in literacy and basic skills programs.

Ongoing Involvement and Holistic Range of Services

The more complex part of the challenge for adult education and welfare-to-work programs is to find ways to assist welfare recipients and low income workers with low literacy skills to ***remain engaged*** in ongoing education and basic skills training in order that they can achieve progress over time. In addition it must be acknowledged that higher literacy proficiencies ***alone*** may or may not lead to higher earnings. "Increasing the incomes of welfare recipients is likely to require job development and placement, child care, and other services in addition to education and literacy training. It is difficult to separate impacts of these various program components. (Barton and Jenkins, 1995, p.8)"

It is extremely important to acknowledge that the discussion about what it takes to get and

keep welfare recipients in jobs that hold prospects for sustainable self sufficiency does not amount to a debate about whether or not an adult education component should be provided "up front' to welfare recipients within the auspices of a welfare-to-work program. Improved literacy skills is only one of many variables which will impact the prospects for a welfare recipient or low income worker to live beyond the poverty level. Adult education cannot always be held accountable for a welfare recipient student's inability to obtain and maintain employment and to couch the discussion in these terms distracts attention from the holistic range of issues which are relevant to success. "What is relevant is the understanding that it takes all the players from adult education, training, job preparation, support services, business, labor, government and nonprofit organizations to weave together a comprehensive welfare-to-work program that works. (Knell, 1998, p.22)." A web of collaborations which creates a comprehensive network of service delivery to address ***all*** the barriers that welfare recipients face is what will ultimately make the difference between short-term, insecure job placements, and long-term self sufficiency.

Personal Responsibility

The starkest reality with which all welfare recipients must now contend is the five year life time limit placed on receipt of welfare assistance for adults in California. In an analysis of the work incentives under TANF (Temporary Assistance to Needy Families, this program replaces the federal Aid to Families with Dependent Children (AFDC) Program), the Urban Institute's Occasional Paper No.9 states; "Because of the lifetime time limit, receiving TANF benefits this month means potentially forfeiting a month of benefits in the future. Thus, a family deciding whether to receive TANF or work this month must consider the possibility that they may need TANF in the future. To the extent that families worry about the future and believe they will need TANF benefits in the future, time limits could serve as a strong incentive to move from welfare to work. To the extent that families are not "future oriented" and believe that they will either not need TANF in the future or be exempt from the time limit, time limits will have little impact on the incentive to move from welfare to work. (Acs, Coe, Watson & Lehman, 1998, p.4). " What does it take to be a "future oriented" family? Are there cultural assumptions implicit in the design of this welfare-to-work program? What are the implications for adult education in terms of the role it can play in equipping adult welfare recipient students with the skills they need to function effectively in all domains of their lives - including current and/or future interactions with the partial safety net of a time-limited welfare-to-work assistance program?

Time limits are a reality, the clock ticks whether families are consciously aware of it or not. Time limits may or may not be good employment incentives. However, cash assistance for the majority of adults still ends after a total of 60 months of receipt whether or not individuals are employed. An issue of importance with which the adult education community can be concerned is how to equip welfare recipients and low income workers with the ***critical thinking skills*** necessary, for example, to acquire and evaluate the necessary information they need to make life decisions about how or if to "bank" their welfare assistance time eligibility.

Similar concerns surround other issues which can impact an individual recipient's ability to make the transition from dependency to self-sufficiency. For example, do recipients understand that going to work does not mean an immediate and automatic cessation of cash assistance. Medical eligibility and eligibility for child care assistance? Are low income workers aware of and applying for the Earned Income Tax Credit (EITC)? Do individuals have the skills necessary to seek out and interpret information on these programs so that they can derive maximum benefit from support that is potentially available? Are they able to evaluate the implications for their own

situation and make life decisions as a consequence? The existence of such sources of support become irrelevant if the recipients for whom they were designed are unable to access and interact with them in ways that will actually move them toward self sufficiency.

Medical Coverage for Low-Income Workers

Historically, one of the most critical disincentives to work for welfare recipients has been fear of losing eligibility for Medi-cal. 12 months of Transitional Medicaid Assistance benefits are available to former welfare recipients who leave the welfare rolls due to employment. Once these are exhausted, Medicaid expansions now provide coverage to all children under six years of age living in families with incomes below 133 percent of the federal poverty level and to all children born after September 30, 1983, living in families with incomes below the poverty level. In addition, the California Healthy Families Program provides health insurance to children under the age of 19 whose parents fall within certain income levels. For example, a family of 5 must have an income level from $1,606 - $3,209 to be eligible. The average cost of Healthy Families Insurance ranges from $4 to $27 monthly. The benefits include doctor and specialist visits, hospital care, prescription drugs, mental health, immunizations, dental exams and cleaning, and eyeglasses.

Awareness of these facts is a necessary part of what a welfare recipient needs in order to make good life decisions, but the ability to ***weigh them, evaluate them and consider them critically*** in light of available options is what will really empower such an individual to make productive life decisions. This is demonstrated by an example given in the Urban Institute TANF Incentives Analysis of a welfare recipient parent with two children working full-time at minimum wage but also taking advantage of other benefits such as the EITC. This scenario is compared to a single parent in receipt of 75 percent more pay at $9 per hour. Only a 4 percent difference in ***net income*** separates the two scenarios, because of a decline in cash aid and a phaseout of earned income tax credits at the higher wage. An entry level wage can be rendered much more liveable if the earner is able to take advantage of other sources of support.

Information Dissemination Opportunities

The Urban Institute TANF Incentives Analysis states that "...if TANF recipients are unaware of the Medicaid and child care benefits they will receive after leaving TANF, they may by unduly reluctant to leave TANF for work. Thus, policy makers may wish to engage in outreach activities to ensure that TANF recipients know how much work really pays. (Acs, Coe, Watson & Lehman, 1998, p.40)." As an outreach mechanism, the adult education system clearly has much to offer the welfare-to-work process. What better place than the adult education classroom to disseminate and make more accessible information on child care and Medi-cal benefits? Such information can be carefully crafted into instructional material that benefits from its relevance and importance to the reality of students' lives.

The Cultural Context of Personal Responsibility

It is clearly very important for adult education programs to pursue collaborative associations with welfare-to-work programs to ensure student access to relevant information. In addition, the adult education system is uniquely positioned to provide opportunities to develop comprehensive life skills in areas that will critically impact the ability to function effectively in United States society. The ability of welfare recipients to exercise ***personal responsibility*** as defined in an American cultural context is not something that can be taken for granted in the case of refugees and immigrants. For example, the culture and social traditions of many refugee and immigrant

welfare recipients and low income workers run counter to the mainstream American understanding of what it means to take care of and accept responsibility for your family. Our whole notion of personal responsibility may be at complete odds with a cultural or religious tradition which stresses the best interests of the collective or community, or emphasizes humility and a fatalistic approach to life as opposed to an individualistic approach. ***Personal responsibility*** is a cultural concept to which individuals must be given access if they are to be successful in a system which makes behavioral assumptions about its definition. If carefully and thoughtfully designed, the adult education classroom provides an excellent opportunity for students to practice interactions which mirror the behavioral demands they will encounter in their lives as workers, parents and civic participants in this society.

The critical thinking skills which are necessary in order to exercise ***personal responsibility*** must be overtly taught, demonstrated, modeled and practiced. This, like development of the "soft" skills that employers call for must be integrated into training programs that have a more immediate and self-evident link to successful workforce participation. The importance of the ability of refugee and immigrant welfare recipients to exercise personal responsibility within this cultural context must not be underestimated. Both federal and state legislation are crafted around a North American cultural concept of ***personal responsibility*** and individuals who are unable to interact successfully with the resulting system of incentives and assistance are going to be severely disadvantaged.

What Employers Want

We know that employers are looking for workers who have sound problem-solving and communication skills, show initiative and who are team players. As a consequence, many adult education programs in California are investing energy into crafting instructional approaches that provide maximum opportunity for students to develop competence in these areas. Many programs have chosen to emphasize integration of the competencies outlined in the Secretary's Commission on Achieving Necessary Skills (SCANS)[1], report as the vehicle to make this happen.

What Students Need

Sustainable self sufficiency is clearly about a whole lot more than equipping students with the skills that employers want. Many adult education programs have felt able to endorse adoption of the competencies in the SCANS report because of their cross application and relevance to other domains in the lives of adults. The ability to acquire, evaluate, organize and maintain information (per the SCANS Information Management competency) while clearly a great asset in the workplace is also a skill that parents must demonstrate in interactions with schools, that tenants need when interacting with property owners, that members of a community must draw on when petitioning the city to build speed bumps on their street - and that welfare recipients will need when considering their options in light of a temporary job offer which includes no benefits.

Conclusion

At present, adult education appears to be playing a smaller role within CalWORKs than it did within the GAIN Program. However, we should acknowledge that the workforce development process is comprised of a great deal more than the CalWORKs program. Though much of its role may now be exercised outside of and alongside CalWORKs, adult education remains a critical piece of the long-term, workforce development picture. Both research and current reality demonstrate the importance of the development of literacy skills and critical thinking skills to an individual's prospects for sustainable employment. The adult education

system is very well positioned to address these areas. The "work first" approach in CalWORKs does not provide for time within its allowable/countable training activity parameters for the long-term development of these important skills. In response, the adult education system will hopefully continue to express its commitment to the working poor and unemployed and establish its credentials as a critical player in the workforce development process. This can be achieved by developing unequivocal methods for demonstrating outcomes and designing and marketing its programs according to the real, long-term needs of its student population.

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EARNED INCOME TAX CREDIT

The Earned Income Tax Credit is a federal tax benefit available to low income workers. The credit is available to single or married tax payers with no children who make no more than $9,770 a year in wages, salaries or tips.

For a single tax filer, or a married couple with one child the limit is $25,760, and for those with more than one child it is $29,290. The maximum credit varies from $332 per year for single filers with no children to $3,656 for those with two or more children.

Children of filers qualify if they are: under the age of 19 and live for at least six months of the year with the parent claiming the credit, under 24 and a full-time student, of any age but permanently and totally disabled.

The credit can either be claimed at year's end when filing tax returns or, tax payers with at least one qualifying child may be eligible to receive the credit in advance, through their employer in their regular pay checks.

The forms for applying for the credit are easy to fill out and the Internal Revenue Service (IRS), will calculate the credit for filers if they provide such basic information as their name, address, Social Security number and gross income. Applicants for the advance payment fill out the IRS W-5 form, the Earned Income Advance Payment Certificate and provide it their employer. A new certificate must be provided to the employer every year. All applicants and qualifying children must have social security numbers.

For more information call the IRS at:
1(800) 829-1040.
To request copies of the forms, call:
1(800) 829-3676 or access the web site at:
http://www.irs.ustreas.gov

HEALTHY FAMILIES

To get more information on this Health Insurance Program for children under the age of 19 whose parents have low income levels, call: 1-800-880-5305.